SF: Labour

Report of the CLMPC

Task Forces

on the Labour Force Development Strategy

92-00501/

Canadian Labour Market and Productivity Centre

Centre canadien du marché du travail et de la productivité

March 28, 1990

The Honourable Barbara J. McDougall
Minister of Employment and Immigration
Room 231, West Block
House of Commons
OTTAWA, Ontario
K1A 0A6

Dear Minister:

On behalf of the Board of Directors of the Canadian Labour Market and Productivity Centre, we are pleased to submit to you the report and recommendations resulting from the consultations undertaken over the past few months as part of the Labour Force Development Strategy.

The attached document contains the text of the various Task Force reports resulting from the consultations, together with some of the background material that led to the various recommendations. It summarizes, as well, the broad policy directions adopted by the Task Forces and the general themes that emerged from the consultations.

The Task Forces have worked independently, and, as is evident from their reports, have taken a variety of approaches on how best to implement labour market reforms. While this report completes the first part of the exercise, we believe it is essential that the Centre proceed with a second phase. This second phase will deal specifically with the mechanisms needed to implement the recommendations resulting from the first phase of the exercise.

The reports in this document represent a fruitful continuation of the working dialogue among business and labour and other important sectors of Canadian society on issues of national importance. We would like to assure you, on behalf of the business and labour members of the CLMPC, of our commitment to continue the dialogue on this and other issues.

Yours sincerely,

Shirley G.E. Carr
President
Canadian Labour Congress

Thomas H. Savage
Chairman and President
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Report of the

CLMPC Task Forces

on the Labour Force Development Strategy

The Canadian Labour Market and Productivity Centre

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INTRODUCTION

Over the past year, the issue of how to ensure that Canadians are equipped to adapt to the requirements of rapid and ongoing economic change has been the subject of considerable attention. A 1989 CLMPC Task Force on Adjustment concluded that the major labour market partners needed to be brought more fully into the formulation and implementation of labour market policies in order for such policies to prove effective. This theme was echoed in the report of the Advisory Council on Adjustment, which called for greater worker-management cooperation, improved human resource planning, and increased private sector training.

In response to many of the issues raised by the CLMPC Task Force and the Advisory Council, and in recognition of the need to improve the effectiveness and responsiveness of current labour market programs, the Federal Government introduced a new labour force strategy in the spring of 1989. The primary objective of the Labour Force Development Strategy is to ensure that the Canadian labour force of the 1990s will be "highly skilled and capable of adapting to an evolving work environment brought on by technological and demographic change."

The first stage of this strategy was to undertake broad consultations to determine the views and concerns of the major labour market stakeholders - business and labour. These consultations were carried out under the auspices of the Canadian Labour Market and Productivity Centre. A number of community and educational groups were also invited to participate.

All participants in the consultations agreed that effective training policies and programs are increasingly important to the adjustment process. Several Task Forces expressed strong support for the expanded use of unemployment insurance funds for income support during training. The members of the Task Forces however, took the position that unemployment monies, financed by workers and employers, should be used exclusively for income support for individuals, including income support relating to training.

This Report presents the results of these consultations. Section I provides a broad overview of the Labour Force Development Strategy and briefly discusses the CLMPC consultation process. Section II sets out a number of general themes that emerged from the deliberations of the various CLMPC Task Forces. The Task Force reports themselves are included as Section III.

It is important to note that the provinces who share labour market jurisdiction are also acutely aware of the challenges the coming decade presents. In November 1989, based on their collective labour market experience, the provinces announced a Human Resource Adjustment and Development Strategy. The focus of their strategy outlined in the report Partners For People is on mobilizing in partnership the resources of federal, provincial and territorial governments with those of the private sector in order to develop the skills required by a dynamic Canadian economy.

THE LABOUR FORCE DEVELOPMENT STRATEGY

Central to the Labour Force Development Strategy is the emerging recognition that technological, economic and demographic changes will require a major review of Canadian labour market policy.

As the Strategy notes, changes in occupational and skill requirements mean that many individuals will have to upgrade their skills or change jobs more frequently than in the past. Unless the proper institutions, policies and programs are in place to allow individuals to adapt to such changes effectively, many Canadians may find their employment opportunities limited and their abilities underutilized.

Similarly, industry will need to place a much higher priority on human resource policies to avoid critical skill shortages and take full advantage of emerging opportunities. This will require extensive upgrading of the skills of its workforce to meet the requirements of new technology, changing demographics, and new economic challenges.

Accordingly, the Labour Force Development Strategy is designed to "mobilize a national effort, and to challenge Canadian business, unions, provincial and territorial governments, educators, interested groups, and individual Canadians" to give priority to:

- increasing the skill levels of Canadians; and
- finding the best combination of policies, programs, and employment practices to ensure that all Canadians have the opportunity to achieve their potential.

In its policy paper, Success in the Works, the Department of Employment and Immigration noted that successful implementation of the new strategy would require the active participation and input of many groups. As a national organization with links to both the business and labour communities, the Canadian Labour Market and Productivity Centre was asked to undertake broad consultations on labour market policy and to present its findings to the Federal Government.

The CLMPC consultations were organized around seven Task Forces established to examine the following areas:

- Programs for Older Workers
- Programs for Unemployment Insurance Beneficiaries
- Programs for Social Assistance Recipients
- Human Resource Planning
- Co-operative Education
- Apprenticeship
- Entry-Level Training

Sixty-four distinguished Canadians, representing a wide range of organizations and a great diversity of backgrounds, served on the seven CLMPC Task Forces. 1 Those who took the time to serve on the Task Forces recognized the urgency of improving the quality and availability of training available to Canadians. They also shared a common belief that business, labour, educators, community groups, and individual Canadians all have a vital stake in ensuring the effective operation of Canada's training system. These same beliefs led to the creation of the CLMPC itself a few years earlier.

The CLMPC Task Forces met throughout the summer and fall of 1989 and set out their findings on how to improve Canadian labour market policy in a number of documents. The views of the Task Force members were presented at a series of national symposia held in November and December of 1989. Participation at these symposia provided the opportunity for more than 500 Canadians representing a wide range of views and organizations to present their concerns. More than ninety individuals and organizations also took advantage of the opportunity to provide Task Force members with written briefs.

The Task Force consultation exercise marks the first time that such a wide group of organizations

and individuals has been extensively involved in assisting government in setting the future direction of labour market policy. All of those involved with the Task Force consultations agree that the exercise proved extremely useful and that the value of involving the labour market partners - business, labour, social development organizations, educational associations, interest groups, and individual Canadians - in the process of policy development has been considerable. It is our hope, as well, that it will form a useful model for the continuing evolution of labour market policy.

CENTRAL THEMES THAT EMERGED FROM THE CONSULTATION EXERCISE

At the end of the consultation exercise, it was apparent that a number of general themes had emerged. Many of these characterized not only the work of the Task Forces themselves, but a great deal of the discussion that took place in the national symposia. These common themes, which are summarized below, provide the context for most of the specific recommendations set out in each of the Task Force reports. While Task Force participants believe that implementation of these recommendations would go a long way toward improving the skills and adaptability of the Canadian workforce, they recognize that the effectiveness of training and labour market programs will be limited in the absence of a healthy and vibrant economy conducive to change and vigorous job creation.

Safeguarding Income Replacement Programs

Earnings replacement is central to the success of labour market programs and the Unemployment Insurance fund is the major source of earnings for the unemployed whether they are training or seeking work. Several Task Forces expressed strong support for the expanded use of unemployment insurance funds for income support during training. However, a common theme in the deliberations of all Task Forces was that the unemployment insurance fund be used exclusively for income support for individuals, and should not be used to purchase training courses.

On a related theme, a number of Task Forces expressed concern over the impact of changes to the UI Act in the mid-1980s dealing with the treatment of severance pay and pension income. Such changes, it was felt, have had an adverse effect on the adequacy of the income maintenance system for many Canadians. At least two Task Forces therefore recommended a return to the rules governing severance pay and pension income before 1984, when neither severance pay nor pension income were used in the determination of UI benefits.

Improving Federal-Provincial Cooperation

Effective federal-provincial cooperation is an essential prerequisite to the success of labour market policies and programs. The effectiveness of existing training policies and programs, however, is often compromised by the lack of complementarity between the objectives defined by the two levels of government. Some provincial training programs, for example, simply duplicate those offered at the federal level while others pursue different - and sometimes contradictory - goals and priorities. Clearly, if such programs are ultimately to achieve their aims, improved coordination between the federal and provincial governments is essential.

All Task Forces recognized that the need to reduce the current overlap and duplication in federal and provincial labour market programs was vital. Certain Task Forces, however, went on to recommend that more formal and permanent structures be created to improve coordination between federal and provincial/territorial departments responsible for labour market programs. One Task Force, for example, recommended the creation of a federal-provincial Council composed of Ministers responsible for labour market policies. The proposed Council would meet regularly to coordinate programs at federal and provincial levels.

The theme of improved federal-provincial cooperation was also apparent in discussions surrounding the need for improved national standards

in such areas as training program design and evaluation, application of principles of equity, apprenticeship curricula, and program accessibility. Indeed, three of the six Task Force reports set out explicit recommendations in this area.

Strengthening National Standards

Various Task Forces suggested that in order to qualify for federal funding, provinces should meet agreed-upon national standards established by the federal government and the labour market partners. Such standards, the Task Force reports suggested, are needed to ensure that training provided to workers is of high quality and broadly-based. They are also needed to ensure that the skills workers acquire are portable. The Task Forces recommended that national standards be established in such areas as training program design and evaluation, application of principles of equity, apprenticeship curricula, and program accessibility. Given provincial jurisdiction in many of these areas, however, Task Force members acknowledged that the creation of new national standards would necessarily involve extensive federal-provincial consultations.

Promoting Life-Long Education and Training

As technology changes, workers are often required to learn new skills or to upgrade existing skills. The increasing pace of technological change means that today's workers may have to be trained for three of four different careers over the course of their working lives. In this context, the importance of life-long education and training cannot be overstated. Education and training must no longer be perceived as a prerequisite for work, but as an integral part of the work process.

All Task Forces therefore stressed the need to promote life-long learning. In order to promote the individual's adaptability within the labour market, and to enhance the overall efficiency of labour markets, a number of Task Forces also emphasized the need to equip workers with certifiable skills that are broadly-based and portable.

Expanding the Role of Business and Labour in Formulating and Implementing Labour Market Policies

As the two key labour market partners, business and labour have a vital stake in effective labour market programming. Unfortunately, their role in formulating and implementing labour market policies has often been limited; the leading role has been played by governments. Business and labour, however, are well positioned to assist in determining the needs of the labour market - and to assist in the collective design of policies and programs to meet these needs. Their input in developing and delivering labour market policies and programs should therefore be expanded.

In keeping with this view, most of the Task Forces recommended that new mechanisms to increase business-labour input in the formulation of labour market policy be created. Certain Task Forces recommended the establishment of a business-labour advisory body for this purpose. Others recommended much more wide-ranging structures that would allow business and labour to assume an important role in many areas that are solely controlled by governments. As noted below, however, all Task Forces agreed that new consultative mechanisms should ensure active input and participation by a wide variety of community and educational groups. They also recommended that the federal government commit itself to reforming the decision-making process for the delivery of labour market programs so that greater authority for program design and delivery rests at the local level, not at the national level.

Enhancing Local Input in Labour Market Program Delivery

Another common theme of the consultation exercise was the need to ensure improved community input in the delivery of labour market programs. All Task Forces agreed that, in addition to strengthening the role of the major labour market partners - business and labour - new consultative mechanisms should provide for greater input by representatives of training and educational institutions, women's groups, the native community, visible minorities, and those with disabilities. The Task Forces also agreed that the federal government should commit itself to the principle of business and labour guidance and supervision over the setting of basic labour market goals and the delivery of labour market programs. Moreover, several Task Forces recommended that, wherever possible, greater responsibility for program design and delivery be shifted to the local level.

Human Resource Planning

A common, though often implicit, theme that emerged from the deliberations of the various Task Forces was the growing importance of human resource planning (HRP). In this respect, a number of Task Forces touched on the need for business, labour and government to do a better job identifying and anticipating mismatches between labour market supply and demand in order to manage changes in the labour market more effectively. While the Task Force on Approaches to Human Resource Planning was unable to reach a consensus on specific mechanisms to increase and monitor private sector training, Task Force members nonetheless recognized that effective human resource planning would be critical to the ability of labour markets to cope with ongoing technological, demographic and economic change.

Improving Basic Skills

Another broad theme of the consultation process was the need to ensure that Canadians are equipped with the basic skills they need to be successful in the labour market. Too many young Canadians continue to enter the labour market without adequate career counselling or basic literacy and numeracy skills - in spite of the fact that total education spending in Canada, as a percentage of GDP, ranks among the highest of the OECD countries. Indeed, more than 30% of Canadian students still leave high school before completing grade 12 - one of the highest drop-out rates in the industrialized world. Workers lacking basic literacy and numeracy skills, however, are at a severe disadvantage in the labour market. Not only are they less likely to find work, they are also more difficult for employers to train and are ill-equipped to cope with rapid technological change.

Several Task Forces therefore addressed the question of how to improve workers' basic skills. Recommendations in this area dealt primarily with the need to make opportunities for basic skills upgrading available to all workers and to place greater emphasis on workplace literacy. In order to ensure that workers with less than adequate literacy skills have access to basic skills training, one key recommendation was that Unemployment Insurance recipients enrolled in basic education and literacy programs be deemed eligible for continued earnings replacement.

Maximizing the Effectiveness of Public Education Resources

As the growing number of skill shortages evident in various sectors of the economy suggest, Canadian educational institutions are not producing sufficient numbers of graduates with the kinds of skills that Canadian industry needs. In an effort to ensure that public sector educational institutions are more responsive to the needs of the labour market, various Task Forces therefore recommended that their role

within Canada's training system be strengthened. The role of public educational institutions in the delivery of training programs, it was suggested, should be expanded. At the same time, public institutions should play a larger role in providing effective workforce literacy programs.

Expanding Counselling Support Services

Effective counselling support services are vital to the success of labour market programs. Counselling is the best way to identify those most likely to benefit from labour market programs and those most at risk of experiencing long-term unemployment. Early identification, especially through counselling at the time of notice of job loss, will allow individuals about to lose their jobs to be quickly enrolled in retraining programs - before their skills and morale start to deteriorate.

Unfortunately, such services are often not provided to Canadians who need them and those services that are available are frequently not geared to the special needs of the target groups who have been identified as most prone to long-term unemployment. Indeed, most unemployed persons are matched with training programs not through counselling that determines their needs and capabilities, but through the administration of preset criteria that have the effect of disqualifying large numbers of people who could potentially benefit from training programs.

Several Task Forces therefore recommended that counselling receive a higher priority. One common theme was the need for Canada Employment Centres (CECs) to develop specialized counselling services for target groups. The importance of ensuring that counselling services are kept at arm's length from other functions relating to client groups such as claims processing and unemployment insurance administration was also stressed. One Task Force recommended the creation of an alternative delivery system for counselling that would include the use of advocate workers representative of the client groups who would offer peer advocacy and advice. Other recommendations touched on the need to review the adequacy of existing laws governing advance notice of lay-offs and plant closures to ensure that high quality counselling services are made available to those facing loss of employment as early as possible. The importance of improving career counselling in educational institutions was also stressed.

Enhancing Access to Training and Skills Upgrading Programs

Less advantaged workers often find that their career prospects are limited because they do not possess skills that are in demand. This reflects, at least in part, a lack of access to training opportunities. Unequal access to training also invariably perpetuates income inequities. Various measures are therefore needed to ensure that members of economically disadvantaged groups, such as women, older workers, visible minorities, native groups, and individuals with disabilities, have more equal access to training and skill upgrading opportunities.

Several Task Forces set out recommendations in this regard. Various Task Forces, for example, stressed the need for some kind of public awareness campaign to ensure that Canadians are knowledgeable about the kinds of training programs available to them. Other Task Forces recommended policies and programs to encourage training of the mainstream workforce, as well as changes to the eligibility criteria for certain existing training programs. At the same time, the need to encourage greater participation by various designated groups, and to increase female participation in trades and technology occupations, was also underlined. Finally, in order to compensate for regional disparities in employment opportunities, at least three Task Forces recommended that increased mobility assistance be made available to individuals who wish to seek new employment outside their own community.

Improving the Dissemination of Labour Market Information

Without access to reliable and up-to-date information on available training programs and employment opportunities, many Canadians will be unaware of courses available to upgrade their skills. Jobs for which unemployed Canadians may be qualified may also continue to go unfilled. A number of Task Forces therefore touched on the need for improved dissemination of labour market information - starting in the school system.

Various Task Forces recommended that mechanisms to enhance public awareness of labour market programs be expanded. One common recommendation was that the job vacancy listing system currently provided through Canada Employment Centres be improved. It was also suggested that governments undertake a greater effort to make employees, employers, students, educators, and others aware of training and skills development programs through public information campaigns. A more comprehensive and up-to-date catalogue of training programs, possibly on-line, was also recommended as one effective means to increase public participation in labour market programs.

Enhancing the Quality of Labour Market Data

The quality of labour market data must also be improved. Timely and reliable labour market data is essential to understanding emerging skill and occupational requirements and to the design of quality training programs that effectively meet these requirements. It is also vital to our ability to measure both current levels of industry training and industry's progress in meeting its training objectives over time. The need for reliable local labour market data will also be critical to the success of labour market programs designed and delivered at the community level.

Two Task Forces therefore recommended that an ongoing Survey of Employment Opportunities be established. Such a survey could be designed to provide much-needed data on current and expected job vacancies by both region and occupation and would be relatively inexpensive. The benefits, however, could be considerable.

Improving Ongoing Monitoring of Labour Market Programs

Effective program evaluation techniques are essential to measure and monitor the success of individual labour market programs, particularly since the objectives these programs are designed to meet often change in response to shifting social or economic conditions. Improved measures to ensure, on an ongoing basis, that current programs are continuing to meet their objectives are therefore imperative.

In keeping with this theme, one Task Force recommended that a common federal-provincial/territorial evaluation system be established to monitor the effectiveness of labour market programs on a continuing basis. Other Task Forces suggested that the proposed National Training Board conduct regular program evaluations.

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[1] All Task Force members and most of the symposia participants were nominated by the 12 organizations which served as coordinating groups for the consultations. These groups were the Canadian Labour Congress, the Canadian Federation of Labour, the Confederation des syndicats nationaux, the Canadian Manufacturers' Association, the Canadian Chamber of Commerce, the Conseil du Patronat du Québec, the Business Council on National Issues, the Retail Council of Canada, the Canadian Construction Association, the Canadian Council on Social Development, the Association of Canadian Universities and Colleges, and the Canadian Congress for Learning Opportunities for Women.

PART I
Older Workers

BACKGROUND PAPER

INTRODUCTION

The objective of this background paper is to provide a comprehensive overview of the older worker issue. The paper is divided into four sections. The first section looks at the economic characteristics of older workers. The second section of the paper examines the barriers facing older workers in the labour market.

The third section provides a brief overview of current programs serving the needs of older workers: Labour Canada's Program for Older Worker Adjustment (POWA), which provides income support for permanently laid-off workers; the Industrial Adjustment Service; and the programs of the Canadian Jobs Strategy, particularly Job Development.

Section four surveys policies and programs for older workers in other industrial countries.

CHARACTERISTICS OF OLDER WORKERS

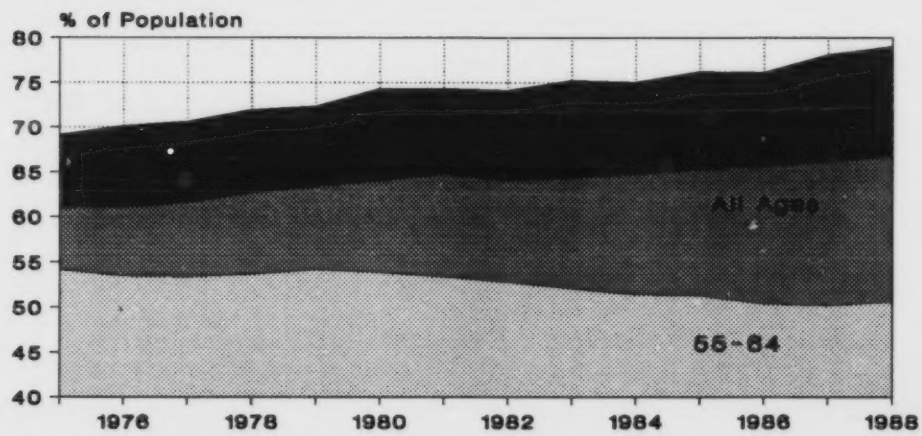
The employment situation of older workers has been slow to rebound from the 1981-82 recession. While the unemployment rate for workers aged 45 and older is substantially lower than the overall rate, the difficulty the older unemployed face in finding new work is reflected in unemployment spells of long duration. Although the cause of these long spells of unemployment is not age alone, a combination of relatively few years remaining in the labour force, few marketable skills, low levels of education, and employer biases can make the loss of a job in later life an especially difficult experience.

This section examines changes in the characteristics of older worker employment, particularly changes in rates of labour force participation, self-employment, and part-time employment; briefly describes the nature and consequences of older worker unemployment; and concludes with a look at the concentration of older worker employment in various industries and occupations.

Participation Rates

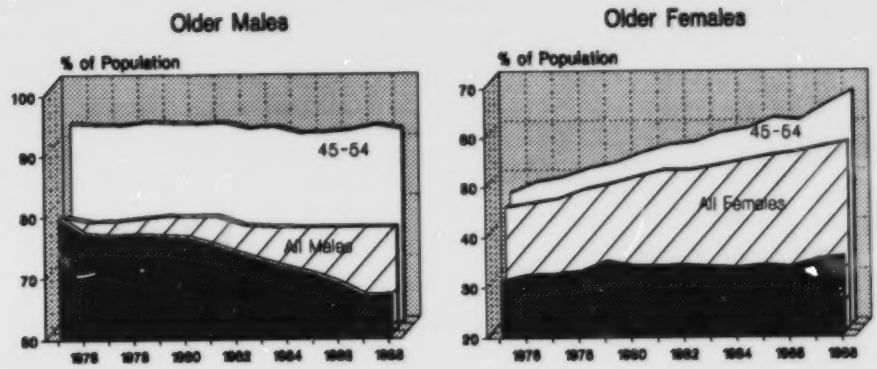
Chart 1 compares recent trends in the labour market participation rates of older workers with the participation rate of the entire working age population. Almost 80 per cent of those aged 45-54 participated in the labour market in 1988, an increase of 10 percentage points since 1975. Currently, the 2.1 million workers aged 45-54 constitute almost 16 per cent of the Canadian labour force. In contrast, the participation rate of those aged 55-64 has declined significantly in the last decade to just over 50 per cent in 1988. Despite a 20 per cent increase to 1.2 million workers since 1975, the current labour

Chart 1
Labour Force Participation Rates
Older Canadians, 1975-1988



Source: Labour Force Annual Averages, Statistics Canada.

Chart 2
Labour Force Participation Rates
1975-1988



Source: Labour Force Survey
Statistics Canada.

force share of workers aged 54-64 is 8.8 per cent, down from 10.1 per cent in 1975.

Chart 2 reveals the substantial shifts that underlie these broad changes in participation rates. The left panel shows that while the participation of 45-54 year-old males has remained strong at over 90 per cent, participation rates of males aged 55-64 have declined precipitously. One third of 55-64 year-old males had withdrawn from the labour force in 1988, compared to only one in five in 1975. While much of the decline in participation rates among males is undoubtedly due to early retirement incentives, some is likely due to reduced job opportunities for older workers.

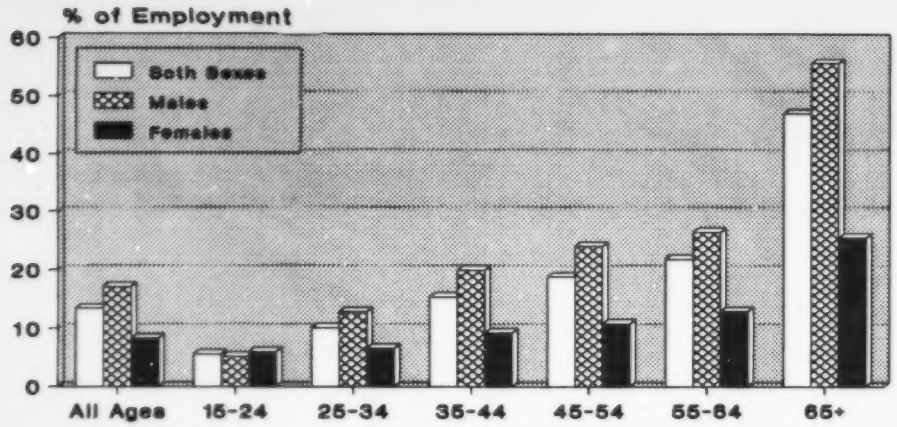
The right panel of Chart 2 shows that older women have contributed to the marked increase in overall female participation rates. All of the increases in participation of 45-54 year-olds depicted in Chart 1 can be attributed to the rising participation of women in this age category. For those aged 55-64, female participation rates have also been rising, though at a more moderate pace than the overall female participation rate.

Self-Employment

Chart 3 (see page 14) shows that older workers are much more likely to be self-employed than younger workers, and that almost half the employment of those aged 65 and over is self-employment. In addition, the share of employment generated by self-employment in Canada has been rising over time, reaching 13.4 per cent of overall employment in 1986 from 12.2 per cent in 1980. Growth in self-employment rates has been especially strong among older workers. For those aged 45-54, self-employment in 1986 reached 18.8 per cent of employment, up from 16.9 per cent in 1980. Even stronger growth in self-employment was registered by 55-64 year-olds, with the rate rising to 21.8 per cent in 1986 from 18.2 per cent in 1980.

Almost 42 per cent of the self-employed in Canada are aged 45 or more, though this age group comprises only 25 per cent of the total labour force. Table 1 (see Appendix 1) offers additional detail on self-employment in Canada, providing data on the self-employed in 1986 by age, gender, region, and education level.

Chart 3
Self-Employment in Canada
Incidence by Age Group, 1986



Source: Enterprising Canadians
Statistics Canada

Part-Time Employment

Chart 4 indicates that the incidence of part-time work among older workers has risen slightly from 11.4 per cent to 13.1 per cent since 1981, and that all of the increase occurred during the last recession. Chart 5 shows that in 1988 roughly 20 per cent of older persons working part-time would have preferred to work full-time, up from 12 per cent of part-time older workers in 1981, but down from a peak of 24 per cent in 1984. During the same period, the overall share of part-time workers who preferred full-time work rose from 18 per cent to 24 per cent, peaking at 30 per cent in 1984.

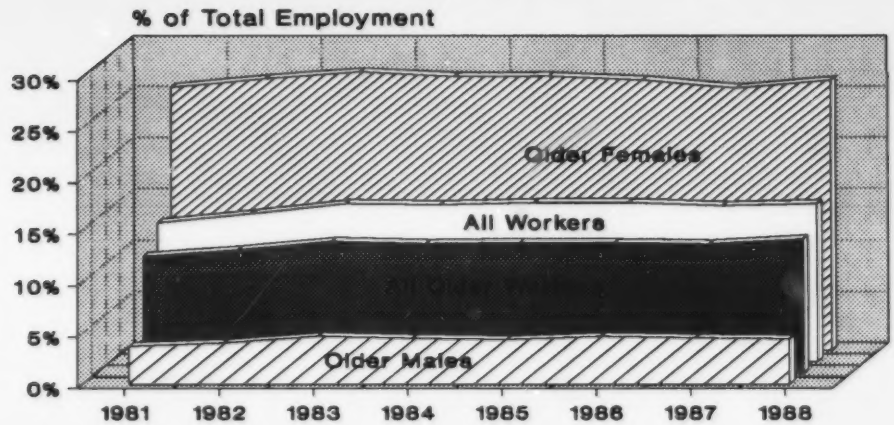
Unemployment

Chart 6 (see page 16) shows unemployment rates for older workers in 1988. Rates of unemployment among older workers of both sexes were substantially below the national average rate of 7.8 per cent. Unemployment rates among older males were noticeably higher at 6.3 per cent for those aged 55-64 than the 4.8 per cent rate among those 45-54. For older women, however, the 6.9 per cent unemployment rate among those aged 45-54 is actually higher than the 6.0 per cent rate for those 55-64. This higher unemployment rate among 45-54 year-old women may be due to a combination of the substantial increase in the participation rate of this group and the strong but insufficient growth in jobs to accommodate the increased desire to enter the labour market.

Chart 7 (see page 17) shows unemployment rates for older workers by region. The pattern of relatively low unemployment rates for older workers holds in every region except British Columbia, where the 10.1 per cent unemployment rate for 55-64 year-old workers is virtually the same as the rest of the population.[1]

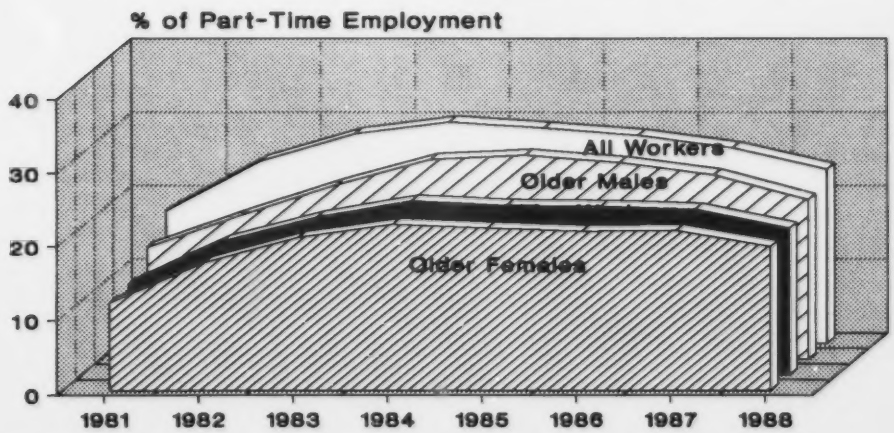
Chart 8 shows that, despite relatively low unemployment rates among older workers, the gap between the rates of older and younger workers has been narrowing over time, especially for those aged 55-64. The relative rates of unemployment for older workers are constructed by dividing the unemployment rate among older workers by the overall unemployment rate.

Chart 4
Incidence of Part-Time Employment
Older Workers, 1981-1988



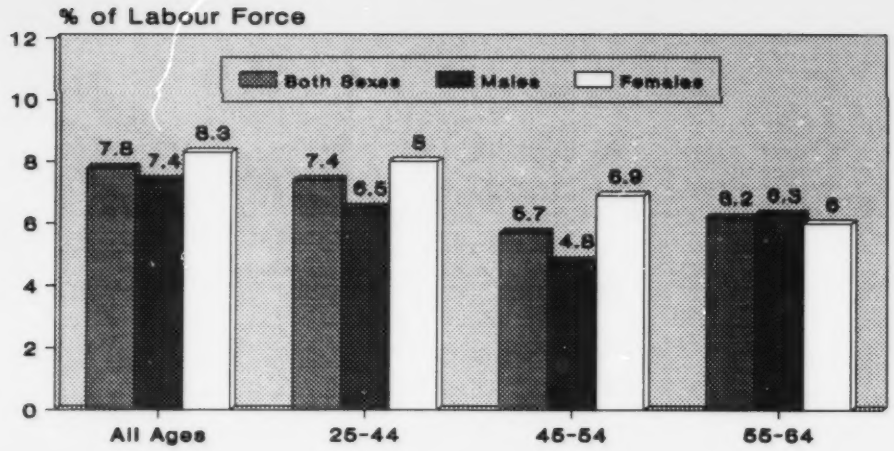
Source: Labour Force Annual Averages, Statistics Canada.

Chart 5
Older Part-Time Workers
Who Seek Full-Time Employment, 1981-1988



Source: Labour Force Annual Averages, Statistics Canada.

Chart 6
Unemployment Rates By Age and Gender, 1988



The left panel of Chart 8 shows that workers aged 45-54 now have unemployment rates 73 per cent as high as the entire workforce, up from 63 per cent in 1981. Much of the increase can be traced to the rise in the unemployment rate of women aged 45-54.

The right panel of Chart 8 shows the even more dramatic increases in relative unemployment rates among workers aged 55-64. From an unemployment rate that was less than 60 per cent of the national average in 1981, rates reached almost 80 per cent of the average rate in 1988. The relative increase is shared by male and female older workers, and shows both that the recession hit older workers particularly hard, and that older workers have been slow to recover from the blow.

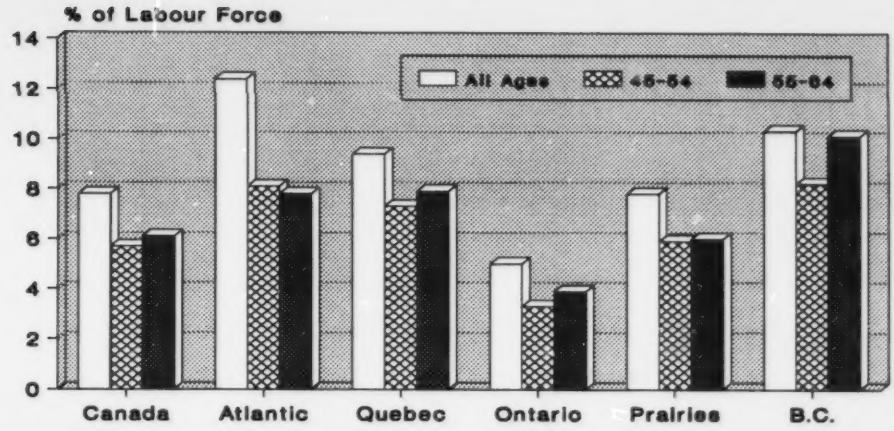
The trends depicted in Chart 8 offer a vivid picture of how the last recession and continued economic restructuring have eroded the position of older workers in the economy. While older workers still enjoy relatively low rates of unemployment, current trends suggest the differential is rapidly disappearing. If trends continue, older workers can expect to experience unemployment rates in the 1990s approaching that of the rest of the labour force.

Chart 9 (see page 18) reveals that older workers who do become unemployed tend to be unemployed for longer periods than younger workers. Unemployed older workers have an average duration of unemployment more than twice the length of workers aged 15-24, and nearly 50 per cent longer than those aged 25-44.

Chart 10 (see page18) shows that the incidence of long-term unemployment, spells that last at least six months, increased among all age groups during the last recession. The risk of an unemployment spell becoming long-term continues to be highest among older workers. The proportion of unemployment that is long-term has now fallen below pre-recession levels for the youngest ages (15-24), at one in every 10 unemployed. For older workers, however, one in every three unemployed had been so for six months or more, compared to less than one in four in 1981.

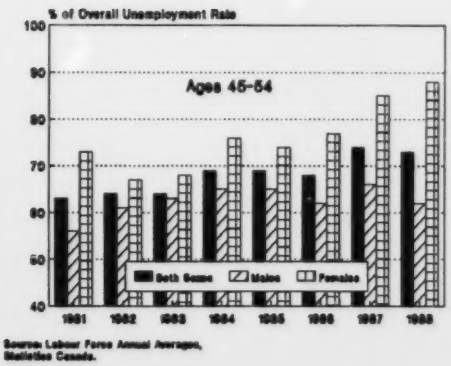
Chart 11 (see page 19) shows the average number of long-term unemployed since 1981 by age group. Most of the long-term unemployed are in the 25-44 age group, but the numbers have been falling steadily since 1983. The number of long-term un-

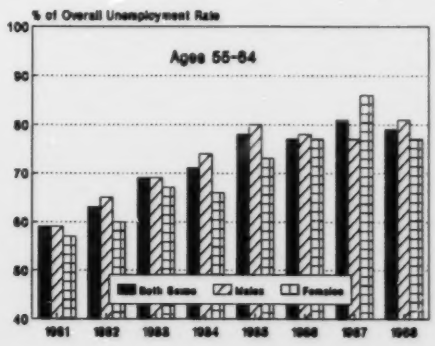
Chart 7
Unemployment Rates of Older Workers By Region, 1988



Source: Labour Force Annual Averages, Statistics Canada.

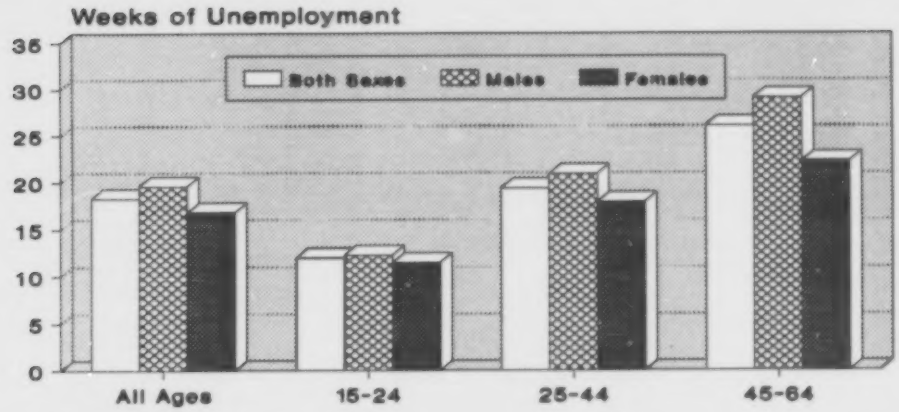
Chart 8
Older Worker Unemployment Rates Relative to Overall Unemployment Rate, 1988





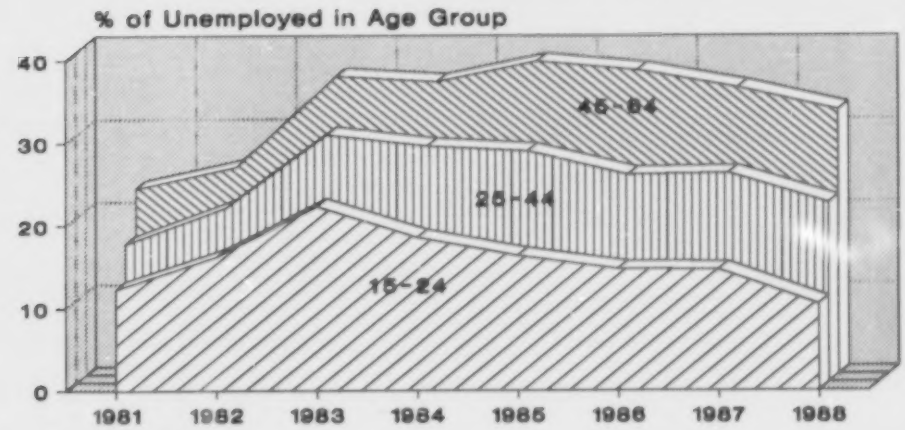
Source: Labour Force Annual Averages, Statistics Canada.

Chart 9
Average Duration of Unemployment By Age and Gender, 1988



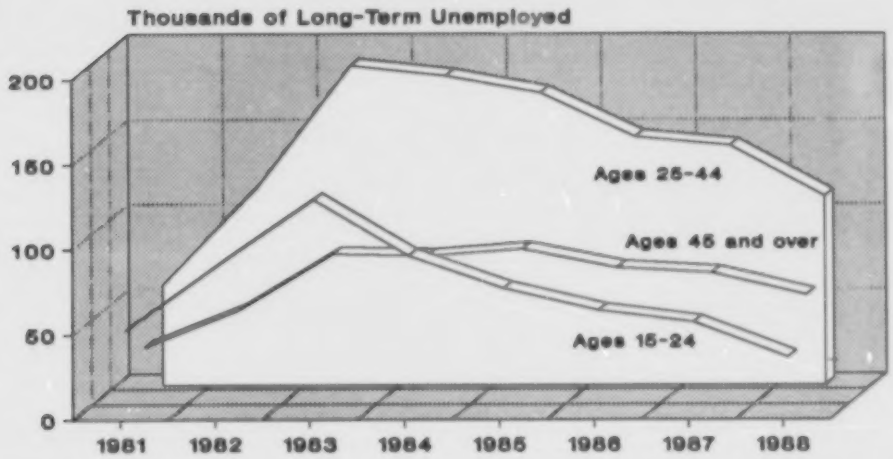
Note: Duration measure is average length of incomplete spells of unemployment.
Source: Labour Force Annual Averages, Statistics Canada.

Chart 10
Share of Long-Term Unemployed Among Unemployed in Age Group, 1981-1988



Source: Labour Force Annual Averages, Statistics Canada.

Chart 11
Long-Term Unemployment, 1981-1988



Source: Labour Force Annual Averages, Statistics Canada.

employed older workers rose significantly through 1985, and has declined only slightly since.

Chart 12 (see page 20) illuminates the differences in job separation rates among workers in various age groups from jobs held for at least one year. Turnover rates are much higher for younger age groups, but most of their higher rates of job separation are generated by leaving jobs for personal reasons (such as returns to school and maternity leaves), and quits (which include moving to a new job). In general, lay-offs account for a greater share of job separations as age increases. By looking at jobs that have lasted at least one year, these figures exclude much of the turnover associated with seasonal and other temporary jobs.

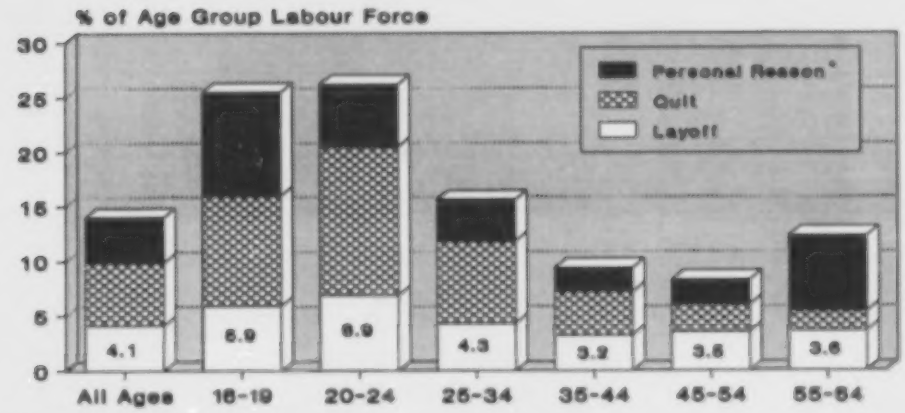
Protection from lay-off (involuntary separations) afforded by age seems to peak in the 35-44 age group, and actually declines slightly thereafter. Thus older workers are no more insulated from the threat of lay-off than many prime-age workers, and may actually be more likely to be laid off than some younger workers. One explanation for this phenomenon might be that older workers make up a relatively large proportion of workers in those industries which account for the bulk of plant closings.

The exposure of older workers to lay-off is especially worrisome because of the extremely high rates of unemployment among laid-off older workers. Chart 13 (see page 20) shows unemployment rates in early January 1987 among workers who experienced a permanent lay-off sometime during 1986. The rates consistently rise with age, reaching 48 per cent for 45-54 year-olds, and an astounding 71 per cent for those aged 55-64.

Education and Literacy

A rapidly changing economy favours workers who are able to adjust to new job requirements and technologies, and literacy and education are taken to be key indicators of the favoured adaptability. Poorly educated workers tend to lose jobs more often and have greater difficulty finding new jobs once unemployed. Chart 14 shows that almost a quarter of workers 45 and older have less than 9 years of formal education compared to less than 6 per cent of workers aged 25-44. Though years of job ex-

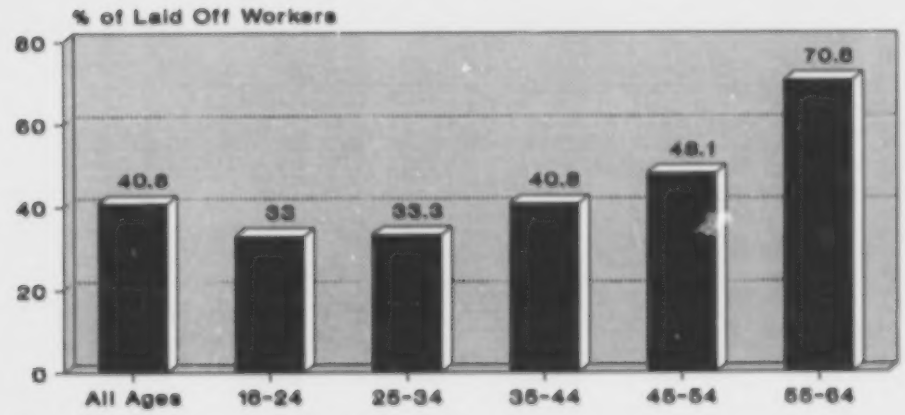
Chart 12
Job Separations of Longer-Term Workers By Age Group, 1986



Note: Data are for workers with at least one year of job tenure.
Source: Labour Market Activity Survey, Statistics Canada.

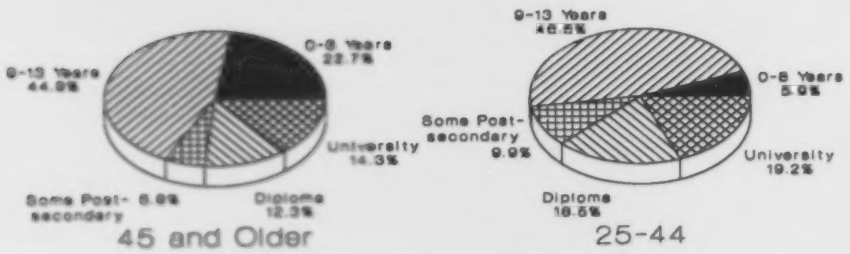
* Including Retirement

Chart 13
Unemployment Rates in January 1987 Among Persons Laid Off During 1986



Note: Data are for persons with at least one year of tenure before lay-off.
Source: Labour Market Activity Survey, Statistics Canada.

Chart 14
Educational Attainment of Labour Force Older and Younger Workers, 1988



Source: Labour Force Annual Averages, Statistics Canada.

perience and skill development can often substitute for formal education, the labour market has come to favour formal degrees and certificates as signals of skill levels and ability.

While Chart 14 shows education levels among those currently in the labour force, a broader picture of the labour market prospects of those 45 and older can be seen by examining the education levels of the entire population, thus including those who may wish to enter or re-enter the labour force. Table 2 (see Appendix 1) documents the educational attainment of the Canadian working-age population for the years 1975, 1981, and 1987.

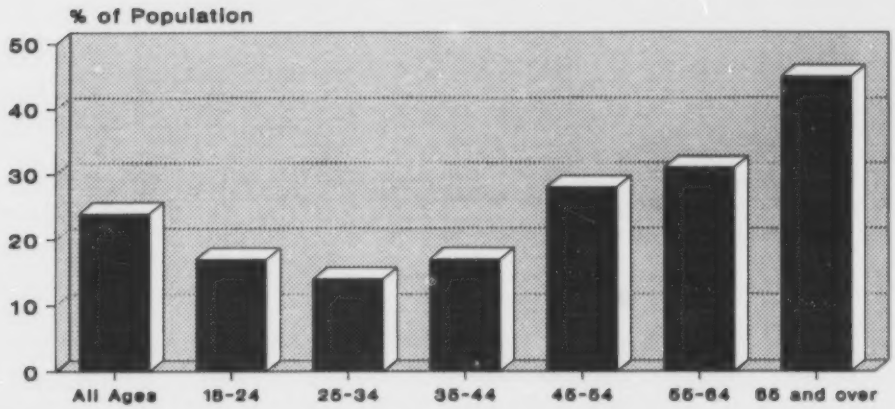
While educational attainment has increased steadily among all age groups, those aged 45 and older still have much lower levels of formal education than the rest of the population. The proportion of the population aged 45-54 who have only an elementary school education has declined from 36 per cent in 1975 to 24 per cent in 1987, and among persons aged 55-64 this proportion was 35 per cent in 1987, down from 45 per cent in 1975. But there remains a substantial gap in educational attainment between the older and younger age groups: among persons aged 15-44 only 7 per cent have less than 9 years of schooling. Persons aged 45 and over who seek to enter or re-enter the labour force may face great difficulty in obtaining employment, despite recent increases in educational attainment among those in this age group.

Low levels of educational attainment among older persons are reflected in above average illiteracy rates among those aged 45 and over. Chart 15 (see page 22) shows that rates of illiteracy rise with age, indicating that 28 per cent of those aged 45-54, and 31 per cent of those aged 55-64 are basically or functionally illiterate, as defined by the Southam literacy study of 1987. These illiteracy rates are close to double those of younger age groups. The combination of low education levels, illiteracy, and advancing age with a permanent job lay-off seems to generate extraordinarily high rates of unemployment.

Mobility

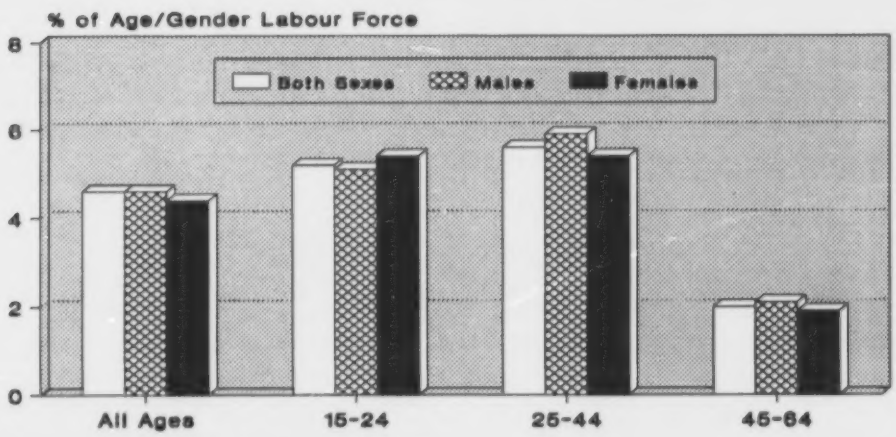
Lower rates of geographic, industrial, and occupational mobility likely contribute to the long duration

Chart 15
Incidence of Illiteracy in Canada
By Age Group, 1987



Source: "Literacy in Canada, A Research Report," prepared for Southam News by The Creative Research Group, 1987.

Chart 16
Interprovincial Mobility
By Age Group and Gender, 1981-1986



Source: 1986 Census of Canada, Statistics Canada.

of unemployment spells among older workers. Chart 16 shows that, according to the 1986 Census of Canada, relatively few older workers had changed their province of residence from that of 1981.

Charts 17 and 18 (see page 24) depict industry and occupation mobility rates among persons with at least one year of tenure at their old jobs who found new jobs sometime during 1986. There is little evidence that age **by itself** is a barrier to finding employment in a different occupation or industry. If older workers were less mobile than other workers, older workers should be more likely than other workers to find employment only in their original industries and occupations.

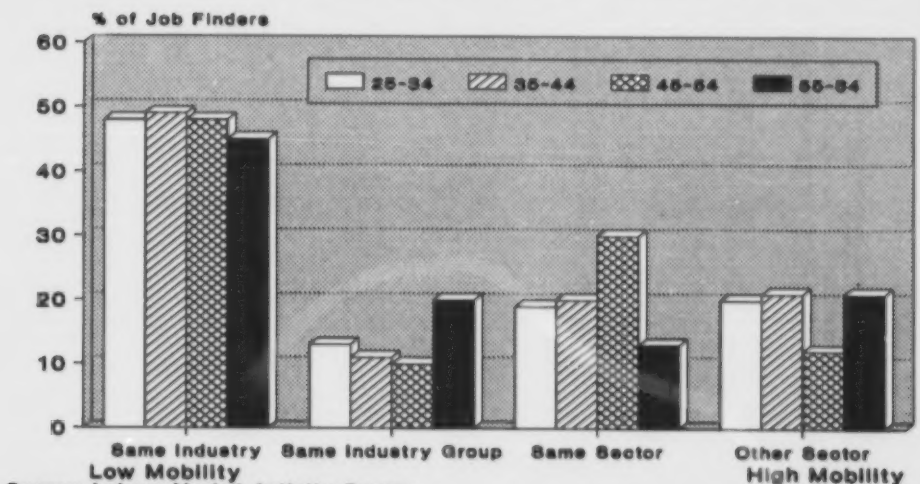
A crucial point to remember, however, is that these mobility rates are for those who were successful in finding new jobs, and the likely lesson is that mobility is an important factor in finding new employment. Increasing the basic skills and adaptability of older workers will facilitate employment in growing industries and occupations, and provide relief from the extremely high unemployment rates among laid-off older workers.

Industry and Occupation

Chart 19 (see page 24) shows the labour force share of older workers in various industries and occupations. A combination of low education and skill requirements with declining employment in an industry or occupation would help identify sectors whose workers may find adjustment to change difficult. Industries and occupations which have low educational requirements and in which older workers are over-represented may be sources of particularly troublesome dislocation.

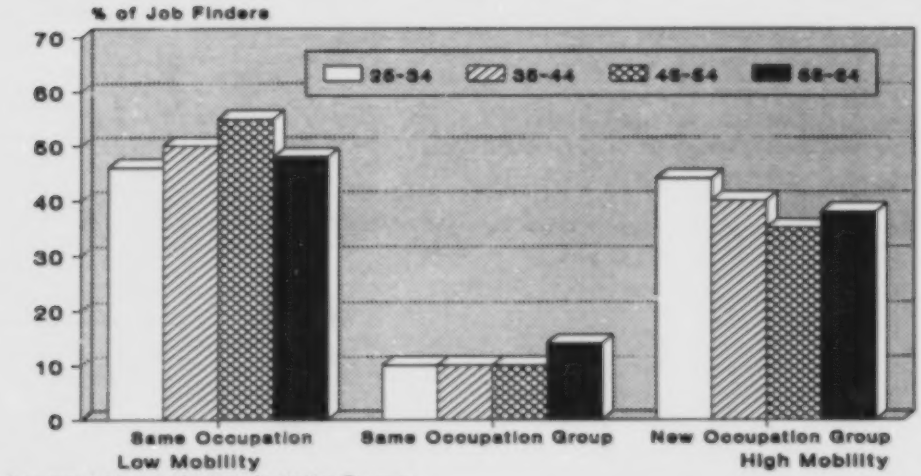
Transportation, construction, agriculture, manufacturing, mining, and fishing may generate substantial numbers of displaced older workers with little hope of re-employment without special programs. Occupations with low education requirements and high proportions of older workers are transportation, construction, fabrication, machining, other craft occupations, mining, and agriculture. Continued or future lay-offs in these industries and occupations could lead to even more severe problems among older workers.

Chart 17
Industry Mobility by Age Group, 1986



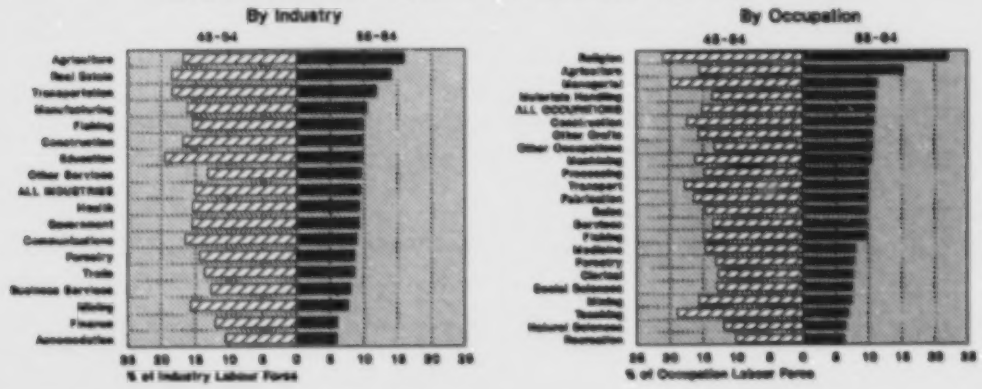
Source: Labour Market Activity Survey, Statistics Canada.

Chart 18
Occupation Mobility by Age Group, 1986



Source: Labour Market Activity Survey, Statistics Canada.

Chart 19
Older Worker Share of Labour Force, 1986



Source: 1986 Census of Canada, Statistics Canada.

Summary

This brief review of the characteristics of employment and unemployment among older workers suggests that age and low education levels in combination with job loss create severe hardship for a relatively small number of unemployed older workers. In an average month in 1988, 62,000 older workers were unemployed six months or more, 28,000 of whom were unemployed more than one year. Older workers unemployed six months or more represented only 6 per cent of the unemployed in an average month in 1988.

BARRIERS FACING OLDER WORKERS IN THE LABOUR MARKET

Older workers confront a variety of distinct barriers in the labour market and often face special difficulties in finding new employment. Indeed, many have never recovered from the world-wide recession of the early 1980s. Employed older workers are also frequently confronted with barriers to promotion, training and job development. This section of the paper summarizes these various barriers and develops the case for measures to help displaced older workers to re-enter into the labour force.

Barriers to the Employment or Re-Employment of Older Workers

Lack of job search skills

One frequent obstacle to the employment or re-employment of older workers is a lack of job search skills. Many older workers have spent many years with the same employer without having to seek a new job. They have had little need to hone their job-hunting skills and no reason to keep informed on current job search methods, and are therefore often ill-equipped to succeed in today's labour market.

A recent study of the job search methods of the unemployed bears this out.[2] Older unemployed workers tend to be more restrictive than their younger counterparts in their job search strategy and make less use of public employment agencies and job advertisements. At the same time, they are less likely to contact employers directly regarding potential employment opportunities.

Skill obsolescence/lower educational attainment

One of the most important barriers to re-employment which older workers frequently encounter is lack of the skills required for available jobs. Job-seeking older workers tend to have skills suited to industries that are in decline, such as shipbuilding and agriculture, which do not transfer easily to the growth sectors of the modern economy, such as education, health care, finance, insurance, real estate and business services.

Rapid growth in these areas has greatly increased the number of managerial and professional positions that demand higher levels of education as well as a broad range of more specific skills. However, even relatively low-paying service jobs are becoming increasingly sophisticated and require greater numeracy, literacy, and technical skills. Many new jobs now demand at least a limited familiarity with information technology. Not surprisingly, older workers make up a disproportionate and growing share of the long-term unemployed.

The lack of demand for the skills of many older workers is compounded by the fact that older workers generally have lower levels of formal education -- a serious barrier to employment in certain cases. The incidence of illiteracy is also much higher among older workers, and they are therefore often less attractive to potential employers than younger, better educated workers.

Lack of geographic mobility

Older workers who have spent many years in a particular city or region are often less willing than other workers to relocate to look for work elsewhere in the country. In part, this simply represents an

understandable desire to remain near family and friends. Older workers in smaller communities, however, often face particular difficulties since a plant closure or cut-back by the major employer can substantially depreciate the value of homes.

While falling housing values affect the mobility of all workers, older workers are likely to own their homes and thus realize greater losses if the house were to be sold. Housing in a high employment area is likely to be expensive and lenders are hesitant to provide large long-term mortgages for those with relatively few employment years remaining. Moreover, those that have moved to new locations in search of employment often find that employers there prefer to hire local workers.[3]

Negative stereotyping

Negative stereotypes on the part of employers and society at large may also serve to limit employment opportunities for older workers. One of the most common stereotypes is that older workers may be less productive than younger employees, since the performance abilities of workers are often believed to decline with age. Research in this area, however, is virtually unanimous in concluding that chronological age is a "poor predictor of performance and a poor criterion in personnel decisions."[4] Some declines in performance ability do occur with advancing age, but older workers can generally compensate for these through experience and judgment. Moreover, the most significant effects of aging are not normally apparent until well after most individuals have left the work force.

Another common perception among employers is that older workers are more likely to suffer from health-related problems and pose a greater risk of accident in the workplace. Here, the evidence is mixed. Older workers are more likely to be absent from work because of illness than younger workers. However, they are generally less likely to be involved in accidents (although they tend to be disabled for longer periods when they are involved).

Negative attitudes about older workers are not limited to employers; they are also evident among government employment counsellors and placement officers. One study, for example, found that unemployed older workers widely perceived themselves to have been subjected to negative employer attitudes about their age group and that similar attitudes were evident at Canada Employment Centres.[5]

Lack of flexible work arrangements

Lack of flexibility in work arrangements may also constitute a barrier to the employment of older workers. Research indicates, for example, that older workers and retirees are particularly interested in part-time and phased-retirement work options,[6] as well as flexible work schedules, job-sharing, and compressed work weeks. Existing benefit structures and pension policies, however, may not accommodate these options without considerable financial loss to the older worker. Lack of sensitivity to the special needs of older workers in the areas of job design and redesign can also effectively limit their employment opportunities. Many jobs from which older workers are often excluded, for example, could be made more accessible through relatively simple changes in the way they are performed.

Social and political pressures

Various social and political pressures can also serve to limit older workers' opportunities in the labour market. In the face of high youth unemployment in the early 1980s, for example, governments implemented a wide variety of policies and programs designed to create jobs for young Canadians. Where such programs encouraged employers to hire the young, they inevitably detracted from the employment opportunities of older workers. At the same time, older workers have been exposed to subtle social pressures to "step aside" in order to make way for younger workers.

Barriers to Training Older Workers

Many of the barriers to employment which older workers face in the labour market also constitute barriers to training and professional development. Older workers with outmoded skills and little formal education, for example, are often less desirable can-

didates for training programs than better educated younger workers with more up-to-date skills. Lack of geographic mobility also frequently limits them to training opportunities within their own communities. However, older workers also face a variety of more specific training-related barriers.

Shorter payback period

Employers may be less willing to invest in the training of older workers than younger workers since the period during which they will be able to recoup the costs involved is generally shorter. Moreover, older workers themselves may be reluctant to incur the costs of training given this shorter expected benefit period.

The "trainability" of older workers

Employers may question the ability of older workers to acquire new skills or their willingness to train for lateral moves. Many have come to view younger workers in entry-level positions as the only group from which managers can be developed. At the same time, they may be concerned that older workers who have suffered displacement will have greater morale and motivational problems or have difficulty taking instruction from younger employees.

Training program design/methods

Older workers are often effectively discouraged from participating in training since these programs are frequently geared to the requirements and abilities of younger workers. The need for training programs that address the requirements of older workers is suggested by the fact that older workers are under-represented in government training programs. Indeed, older workers (those 45 to 64) account for less than 8 per cent of all participants in the various components of the Canadian Jobs Strategy even though they make up about 25 per cent of the labour force. Existing government programs, for example, frequently steer older workers toward occupations which require long-term training, training that may not be practical given the older worker's age. Moreover, the training allowances available to those that do register in training programs are often insufficient to cover basic living costs.

The techniques used in training programs also frequently fail to take account of the special needs of older workers. Existing programs often rely on "tell 'em and test 'em" methods that are better suited to younger workers. These emphasize verbal, classroom-like instruction and testing procedures which place a premium on memorization. Older workers, however, respond much more effectively to less-conventional methods that rely on self-paced, non-verbal instruction where trainees discover for themselves how things work.

OVERVIEW OF FEDERAL PROGRAMS FOR OLDER WORKERS

The only current federal labour market program which is specifically targeted at older workers is Labour Canada's Program for Older Worker Adjustment (POWA). This program provides income support for a limited number of persons between 55 and 64 who are permanently laid off. Older workers of course participate in all the programs (except the summer student program) of the Canadian Jobs Strategy (CJS), but there is no one program designed for their particular needs. Older workers do not receive the special treatment available to groups currently targetted under CJS: women, natives, visible minorities, and the disabled. Older workers also comprise a large portion of the clientele of the Industrial Adjustment Service (IAS), although again the service has no age-specific eligibility criteria.

Program for Older Worker Adjustment (POWA)

POWA is a federal/provincial cost-shared income maintenance program designed to help long-service older workers who have no prospects of re-employment following major permanent lay-offs. The POWA legislation was passed by the House of Commons on June 20, 1989, four years after its announcement in the May 1985 budget.

Workers in all industries and in all regions who are part of a major, permanent lay-off occurring after January 1, 1988 may apply for POWA benefits.[7] A POWA committee, composed of both federal and provincial officials, first assesses lay-offs on a case by case basis according to a number of considerations: significant economic disruption in the region; major loss of employment in the industry; very large lay-offs relative to size of community; large proportions of older workers affected; permanent loss of jobs; absence of alternative economic prospects; no prospects for re-employment; and no realistic prospect that retraining or mobility will lead to job opportunities.

Lay-offs that meet the above criteria are then classified as designated lay-offs and workers that fall into this category become potentially eligible for benefits. For workers to actually qualify for benefits they must be between the ages 55 and 64 at the time of lay-off; have been in the labour force for 15 out of the last 20 years, with a minimum of 750 hours worked annually; have no alternative job opportunities; and have no prospects for re-employment through job training or mobility.

Income assistance from POWA is between social assistance and unemployment insurance levels, and below the benefits level of the previous older worker income support program (Labour Adjustment Benefits). The basic benefit is determined by the circumstances of each lay-off, including wage levels and existing company and other benefits available. The maximum income assistance level is $1102 per month, 70 per cent of the maximum unemployment insurance benefit. Benefits are paid up to the age of 65. Work incentives have been integrated into the program. There is no deduction from benefits up to an additional $305 per month. Beyond that, benefits are reduced by between 33.5 and 40 per cent for each additional dollar earned. Once the benefit levels of eligible older workers are set, federal/provincial contributions are used to purchase annuities for POWA beneficiaries from private sector financial institutions, who in turn administer the program.

The federal government has allocated $150 million dollars for POWA to the end of the 1990-91 fiscal year. All ten provincial governments have now agreed to cost-share the program on a 70/30 basis. This means that with the provincial contribution of $64 million, a total of $214 million dollars will be available. At an estimated up-front cost of $50,000 per annuity a maximum of 4,280 workers could receive benefits.

This type of labour market policy is often termed passive, in contrast to active labour market policy which attempts to re-integrate workers into the labour market. Few would deny the necessity of

some type of long-term income maintenance for displaced older workers other than social assistance. However, certain criticisms have been made about aspects of POWA. A number of these points are highlighted below:

- In 1988, 12,000 workers aged 55-64 were unemployed for over one year. The number of persons who could benefit from POWA with the current maximum level of financial commitment of both levels of governments is around 4000 over three years, or 1333 per year. Certain observers feel this level of financial support is inadequate relative to the magnitude of the displaced older worker problem.
- a second criticism, which may appear inconsistent with the first one, is that monies should be allocated to active labour market policies, not passive ones, and that workers in their late fifties should be reintegrated into the labour market, not pensioned off.
- because of the degree of discretion in the lay-off designation procedure, it is feared that this process will become excessively politicized. POWA benefits may depend on political clout, not economic need.
- the use of the private sector for the purchase of annuities and administration of the program is seen by some as an unnecessary privatization of a social program. It is not clear why the private sector can deliver social benefits more efficiently than government departments.
- unions and employers have been given a minimal role to play in POWA in general, and in the process of lay-off designation in particular.
- some fear that the development of ten specific federal/provincial POWA agreements is leading to the balkanization of labour market policy towards older workers. The federal government will no longer be able to set standards, given provincial financial participation, with the result that the treatment of older workers may vary greatly by province.

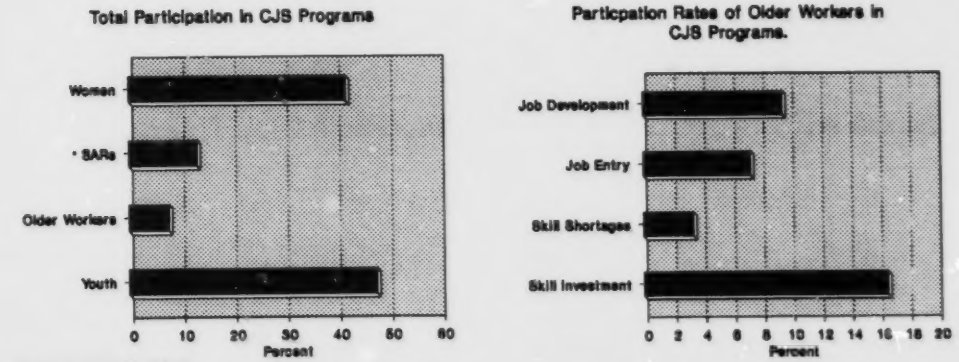
In addition to the above criticisms, a number of positive features of POWA have been noted: no discrimination of potential beneficiaries on the basis of industry or region; no means test for displaced workers; and the integration of work incentives into the program.

Canadian Jobs Strategy

All four of the major programs of the Canadian Jobs Strategy (Job Development, Job Entry, Skill Shortages, Skill Investment) are open to older workers, although none of the programs were specifically designed for older workers and older workers are not among the four target groups (women, natives, visible minorities and disabled). As Chart 20 shows, however, older workers account for only 8 per cent of total participation in CJS programs, compared to their 25 per cent share of the labour force. This under-representation arises from several factors: the lower unemployment rates for older workers and hence possibly lower relative need for CJS programs than workers in other age groups; preference on the part of employers to retrain younger workers over older workers because of longer payback periods; and the possible unsuitability of CJS programs for older workers due to inappropriate program design or curriculum. For example, the low formal educational attainment of many older workers may mean that these workers require extensive basic skills upgrading, which is not offered through CJS.

The Skill Investment Program of CJS has the highest degree of older worker participation - 16.6 per cent in 1987/88 (see Chart 20). A total of 3,082 older workers, 18 per cent of all older workers in CJS, participated in this program (see Chart 21). This program provides financial support to employers who train employees to deal with new technology and enhanced job requirements. It is the smallest CJS program (see Chart 22 on page 32), excluding Innovations, with a budget of $84 million in fiscal 1988/89. The high participation of older workers in this program relative to that in other CJS programs may be due to the greater likelihood of employers retraining workers already employed compared to the possibility of unemployed older worker take-up of other CJS programs. With the exception of the Skill Investment program, all CJS programs are designed to serve the unemployed.

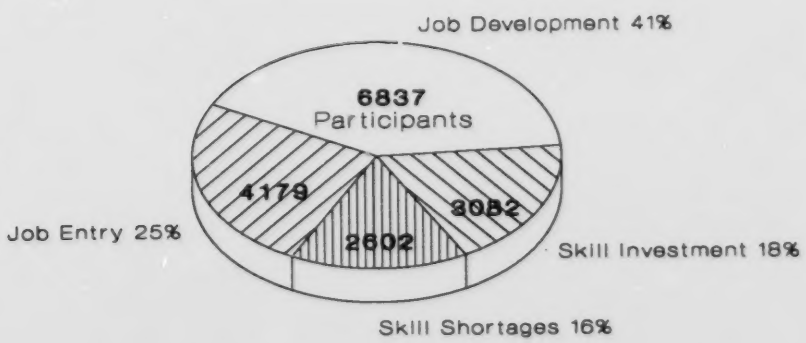
Chart 20
Canadian Jobs Strategy
Participation Rates of Older Workers, 1987-88



* Social Assistant Recipients

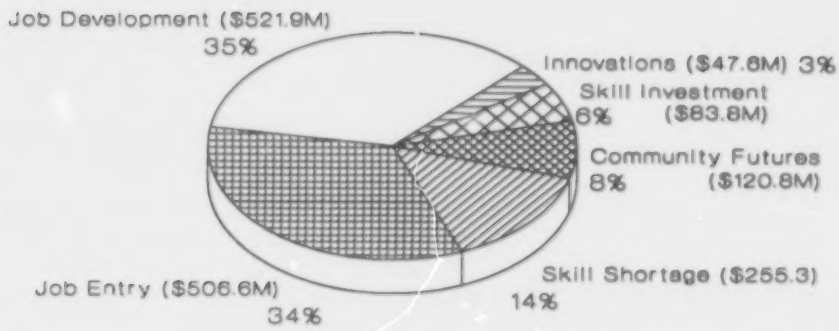
Source: Employment and Immigration Canada.

CHART 21
DISTRIBUTION OF OLDER WORKERS AMONG CJS PROGRAMS, 1987-88



Source: Employment and Immigration Canada data.

CHART 22
CJS FUNDING BY PROGRAM COMPONENT
1988-89



Source: Employment and Immigration Canada data.

In July 1988, the government announced the Continuing Employment Option of the Skill Investment program. The option provides support to new or expanding employers to train and employ workers recently laid off by other firms. Employers are thus assured of training support for displaced workers before hiring them. Since older workers have below average participation rates in CJS programs, including Skill Investment, the Labour Force Development Strategy has proposed to devote an additional $40 million to provide greater incentives for employers and older displaced workers to participate in the Continuing Employment Option.

The largest number of older workers participating in CJS (6837 or 41 per cent of all older worker participants) are in the Job Development Program, although the participation rate of older workers in this program at 9.5 per cent is below that in Skill Investment. Job Development is the largest of the CJS programs, with a 1988/89 budget of $522 million, 35 per cent of total CJS spending. The objective of the program is to assist the long-term unemployed and those who are at a disadvantage in participating in the labour market.

The second largest number of older workers participating in CJS programs is found in Job Entry (4179 or 25 per cent of total older workers in CJS). The participation rate of older workers in this program is 7.3 per cent. Job Entry is the second largest CJS program, with a 1988/89 budget of $507 million, 34 per cent of total CJS spending. The objective of the program is to assist young people and labour market re-entrants in entering the workplace. Most of the older worker participants are women.

The smallest number of older workers, and the lowest participation rate by older workers, in any of the four main CJS programs, is found in the Skill Shortage component of CJS. In 1988/89 only 2602 older workers participated, 16 per cent of all older workers enrolled in CJS programs. The participation rate of older workers was a miniscule 3.4 per cent. This program is primarily designed for the long-term training of apprentices, who tend to be younger given the longer payback period. The Skill Shortage program in 1988/89 had a budget of $255 million, 17 per cent of total CJS budget.

Industrial Adjustment Service

Like the programs of the CJS, the Industrial Adjustment Service (IAS) is not targeted at particular age groups. The objective of IAS is to assist workers, firms, and industries in the adjustment process, hopefully before dislocation is required. The IAS negotiates Labour Adjustment Incentive Agreements providing for the establishment of a Labour Adjustment Committee. This committee develops and implements an active plan to meet human resource requirements.

The IAS is particularly active in mature or declining industries where adjustment issues are most severe. These industries often have a disproportional number of older workers. For this reason older workers have a particular interest in the operation of the IAS.

The IAS is regarded as a successful mechanism to deal with the adjustment issue. Strengths include stress on business/labor cooperation, the micro focus at the firm or industry level, and IAS's 25 years of experience as a facilitator of adjustment. Based on its successful track record, it was not surprising that the LFDS announced that the IAS budget was to be doubled to $25 million by the 1990/91 fiscal year. Given the magnitude of the adjustment problem and IAS's small budget, however, it seems likely IAS will play only a small role in any overall policy approach to the older worker issue.

A SURVEY OF POLICIES AND PROGRAMS FOR OLDER WORKERS IN OTHER INDUSTRIALIZED NATIONS

Details as to comparative policies and programs for older workers among industrialized nations are sketchy, in part, because the distinct problems that afflict older workers and the long-term unemployed (among whom older workers make up a disproportionate share) are only now becoming understood. However, international bodies, such as the International Labour Organization (ILO) and the Organization for Economic Co-operation and Development (OECD), have recently looked at the governmental response to the problems of unemployed older workers and supplied some data on measures used in select jurisdictions.

In general, programs designed to cope with older worker adjustment tend to fall into one of three categories - (1) integrative/reintegrative, or those programs which aim to keep or bring workers back into the labour force; (2) compensatory, or those programs which extend financial assistance to older workers, or; (3) some combination of the aforementioned.

The nature and intent of older worker policies and programs can be further classified under the following eight headings which will serve as the basis of this section of the paper:

(1) employment services, such as placement and counselling;

(2) training and retraining programs;

(3) employment or wage subsidies;

(4) direct employment-creation programs;

(5) self-employment and enterprise initiatives;

(6) financial aid, including "bridging" schemes;

(7) early and flexible retirement arrangements;

(8) job protection measures, through labour law and regulation.

Employment Services

One initiative that is common to many industrialized nations, is the targeting of unemployed older workers for special provision of employment services, such as placement and counselling. For instance, in the United Kingdom, the long-term unemployed are guaranteed 10 per cent of employment services resources. Sweden and the Netherlands go even further - older workers and the long-term unemployed are given priority in placement for job vacancies and certain labour market programs.

Such targeting for government services is deemed important, not only as a means of reintegrating older workers, but also for gathering information about them too. This is crucial where older workers are not making use of mainstream resources for the unemployed. In France, for example, the 1982 "Operation Long-Term Unemployed" conducted an exhaustive analysis that led to large-scale servicing of this group at the same time.

Training and Retraining Programs

Another initiative of some nations is training for older workers. Studies have shown that older workers are drastically under-represented in conventional training courses due to the existence of minimum skill requirements, the lack of orientation of such training to the needs of these workers, etc. This may be less true in West Germany where every adult, whether employed or unemployed, is guaranteed two years of full-time training as a right. To this end, the government pays training costs, plus an

income subsidy that can be as high as 90 per cent of an individual's previous wage.

For the older worker, West Germany's strategy may be particularly relevant as the training guarantee includes skills upgrading in vocations to avoid obsolescence. Training program criteria recognize that an individual's early education may be dated with respect to current labour market requirements.

Sweden also conducts extensive vocational training, with the government heavily subsidizing employer and employee expenses. In part, this approach may serve as a preventive measure against older worker displacement. Both nations' training efforts rely to a large extent on the use of mobility allowances.

Few national training programs have been developed which address the unique skills requirements of older workers, two exceptions being Denmark and Sweden. In addition, Ireland has introduced a "Building from Experience" scheme that appears to recognize the job-acquired knowledge of some workers.

Many of the other training programs that are geared to older workers and the long-term unemployed emphasize reorientation to labour markets, motivation, life skills and job search techniques.

Employment or Wage Subsidies

Employment subsidies are an extremely common form of government assistance to older workers in developed nations. Typically, this involves offering a financial inducement to firms to offset the labour costs (mostly wages) of fixed-term employment opportunities. The hope is that firms will train recruits and hold onto them as permanent employees afterwards.

Australia's "Jobstart" scheme is one example. Under this scheme, a member of the long-term unemployed (at least 6 months) is hired by the employer (who receives the wage subsidy) and is taught some firm-specific skills. The subsidy is higher depending on the participating employee's duration of unemployment or level of disadvantage.

Other nations have wage subsidies that are more specifically directed to older workers, such as West Germany which pays for up to 70 per cent of approved wage costs to a maximum of two years in the case of unemployed individuals aged 55 or more.

Some nations, including the United Kingdom, make cash payments to individuals directly, thus allowing them to approach firms for possible recruitment on their own.

Some governments have become disenchanted with employment subsidies due to mediocre results and windfall gains to employers (sometimes companies hire subsidized workers that they would have recruited in any event). On the other hand, such programs have been shown to alter private recruitment decisions in favour of such groups as older workers.

The 1988 OECD report, *Measures to Assist the Long-Term Unemployed* concluded that employment and wage subsidies were quite effective in getting older workers and other disadvantaged groups back into the labour market and that governments should view them as vehicles for influencing recruitment as opposed to facilitating employment expansion.

Direct Employment Creation Programs

There has also been considerable use of direct job creation in industrialized nations as a means of adapting unemployed older workers to the mainstream labour market. Chiefly, these are public sector projects in which the government creates a certain minimum number of short-term places. Projects tend to emphasize social, cultural, or environmental goals that are not otherwise met. In some cases, voluntary or charitable organizations participate.

One example of such direct measures is the 1982 "Community Programme" in the United Kingdom which employs on a part-time basis, individuals who have been without work for at least 12 months. Belgium has a similar program called "Third Sector of Employment" which differs in that it aims to create permanent jobs for those unemployed for more than two years. The Belgian government

originally aimed to give 10 per cent of this group a standard weekly or monthly wage in job placements each year.

The Netherlands subsidizes employment in public-service agencies and non-profit organizations, with subsidy levels rising with the age of participants.

Direct employment measures ensure that chronically unskilled older workers re-enter the labour market, though participation usually ends with the program.

Self-Employment and Enterprise Initiatives

Only recently have some nations developed programs for older workers that emphasize self-employment. For instance, the United Kingdom introduced an "Enterprise Allowance" in 1983 that assists those members of the long-term unemployed who want to start up a business. These individuals receive a flat-rate allowance per week for up to a year, but must contribute a minimum investment from their own resources. Similar programs, such as in the Netherlands, offer assistance in lump-sum outlays.

There is evidence in the United Kingdom program of successful small firms being established and some job creation. On the other hand, these programs have been criticized as being accessible to only a minority of the older and long-term unemployed.

Financial Aid, Including "Bridging" Schemes

The majority of OECD member nations offer some variety of financial assistance to older workers. In some circumstances, this is temporary relief, such as the extension of unemployment benefits or "top-ups" to these benefits. In other circumstances, aid comes in the form of financial "bridging" programs, the objective of which is to guarantee income support until individuals reach the age of retirement (when they receive full state pensions) and are discontinued prior to that time only if recipients find work.

In Sweden, individuals aged 56-64, are eligible for unemployment benefits up to 90 weeks, 30 weeks more than the regular benefit period. In addition a "Cash Labour Market Assistance" is payable to those who have exhausted benefits. Benefit levels increase with age, rising from 30 weeks for unemployed individuals under age 55, to 60 weeks for those aged 55-59. For individuals aged 60 and over (and some structurally unemployed), benefits are available until formal retirement.

France operates "Solidarity Allowances" which are payments to the long-term unemployed whose benefits have expired. This 1984 scheme is means-tested and provides a daily allowance for an initial period of 6 months that can be renewed. A higher allowance, graduated according to the number of years employed, is paid to older workers. Allowances go to a large number of participants, over half of which are aged 55 years and above.

Income support programs, such as the one in France, tend to place older workers in pre-retirement or retirement status. In some cases, this is in line with a governmental strategy to superannuate older workers at the top, rather than reintegrate those who are displaced back into the labour force.

Early and Flexible Retirement Arrangements

Since the mid 1970s, many Western European nations have relied extensively on early retirement to solve labour surplus problems and chronic youth unemployment. Clearly, this measure also provides an expedient solution to older workers facing severe adjustment difficulties.

In West Germany, the government and private sector have for some time offered a comprehensive "Early Retirement Scheme" which permits those workers who are aged 58 and over to retire with benefits valued at 65 per cent of their last salary following ten years with their present employer, or 70 per cent after twenty years. Unemployed workers between the ages of 52-60 are entitled to pre-retirement pensions or other gratuities, the value of which varies according to the length of their

unemployment, their job experience, their contributions to pension plans, etc. In addition, employees at age 50 can receive a monthly allowance following conclusion of an hours reduction agreement with their company.

The United Kingdom's "Job Release Scheme" performs the same function, giving a tax-free, weekly allowance to unemployed older workers. The program is available to men beginning at age 64 and women at age 59. A version of this scheme has also been introduced to encourage transitions to part-time work.

Sweden's approach to early retirement appears to be less inclined toward abrupt termination of older worker participation in labour markets than in the UK, seeking instead to facilitate phased-retirement that maintains labour market involvement as long as possible. A fairly new innovation that marries labour adjustment with social security is the "Partial-Pension Scheme". Under this scheme, older workers (anyone who has been employed for at least 10 years after age 45) can reduce their working time to a minimum of seventeen hours per week. The partial pension pays 50 per cent of lost earnings, but does not result in a smaller pension at age 65.

The OECD and the ILO have both noted the dramatic impact early retirement schemes have had in lowering older worker participation rates in many developed nations. In a 1987 conference, the ILO was broadly critical of the over-zealous use of early retirement by governments, pointing out that such strategies are costly, short-term in value and engender a loss in both productive potential and important labour market experience.

At the same time, early and flexible retirement arrangements have become increasingly attractive to older workers and some governments are looking with interest at Sweden's concept of "tapered retirement" (i.e., slower, more graduated departure from labour markets).

Labour Law and Regulation

Finally, some nations have developed protective measures to deal with the workplace situation of older employees through the use of labour standards. For example, in the United States, federal legislation forbids age discrimination in employment. Under this law, no employee can be dismissed for reasons of age alone, unless lower productivity can be demonstrated.

In Sweden, labour standards are very rigorous with respect to older workers and job dismissal. Under the law, employers are not permitted to release employees without significant prior notice - in the case of older workers (45 years or more), that is 6 months. Illness and reduced work capacity are not sufficient grounds for dismissal - instead, the employer is expected to find less demanding jobs for older workers. Local bipartite committees must be informed of developments in plants so they can take an active role in redeploying older workers, if necessary.

Of course, most governments of industrialized nations utilize a combination of the above policy and program approaches. Often, the difference between them may be a matter of emphasis -- West Germany's training culture versus France's system of compensation, for example. As is suggested at the outset, most of these nations are in the process of scrutinizing measures that have been in place in recent years and formulating fresh policy responses in view of the intractability of the older worker/long-term unemployed phenomenon.

Footnotes

1 The 10.8 per cent unemployment rate among males 55-64 is actually above the overall rate in B.C. There seems to be no obvious explanation for this aberration.

[2] Clemenson, Heather A. **Job Search Methods of the Unemployed, 1977-1986.** Feature Article in **The Labour Force** (Statistics Canada), October 1987.

[3] **Canada Employment and Immigration Advisory Council. Older Workers: An Imminent Crisis in the Labour Market.** August 1985, p.12.

[4] Robinson, Pauline K. **Organizational Strategies for Older Workers.** Work in America Institute, 1983, p.9.

[5] Dunn, Gladys H. **Older Workers Study.** Employment and Immigration Canada, Special Groups and Affirmative Action, Ottawa, 1985.

[6] Work in America Institute, p.4.

[7] For industries covered by the Labour Adjustment Benefits (LAB) Programs as of August, 1986, major permanent lay-offs which have occurred since the expiration of these LAB designation are also eligible.

APPENDIX 1 - Statistical Tables

Table 1

Self-Employment in Canada, 1986 by Age, Gender, Region, and Education Level

	Total Employment (000s)	Paid Workers (000s)	Self-Employed (000s)	Percent Self-Employed	Percent of Self-Employed
Both Sexes	11,634	9,979	1,556	13.4	100.0
15-24	2,417	2,259	135	5.6	8.7
25-34	3,374	3,015	340	10.1	21.9
35-44	2,795	2,346	427	15.3	27.4
45-54	1,795	1,439	337	18.8	21.7
55-64	1,078	831	235	21.8	15.1
65+	175	89	82	46.9	5.3
Males	6,657	5,495	1,141	17.1	73.3
15-24	1,258	1,176	66	5.2	4.2
25-34	1,888	1,644	242	12.8	15.6
35-44	1,596	1,279	317	19.9	20.4
45-54	1,084	823	260	24.0	16.7
55-64	707	520	187	26.4	12.0
65+	124	54	69	55.6	4.4
Females	4,977	4,484	415	8.3	26.7
15-24	1,159	1,083	69	6.0	4.4
25-34	1,486	1,371	98	6.6	6.3
35-44	1,199	1,067	110	9.2	7.1
45-54	711	616	77	10.8	4.9
55-64	371	311	48	12.9	3.1
65+	51	35	13	25.5	0.8
By Region					
Atlantic	844	727	113	13.4	7.3
Quebec	2,866	2,494	342	11.9	22.0
Ontario	4,555	4,010	521	11.4	33.5
Prairies	2,096	1,687	369	17.6	23.7
B.C.	1,274	1,060	211	16.6	13.6
Education Level					
Ages 25-44	6,169	5,362	767	12.4	49.3
0-8 yrs	407	339	64	15.7	4.1
9-13 yrs	2,919	2,533	361	12.4	23.2
Diploma/Certificate	1,718	1,515	195	11.4	12.5
University	1,124	975	148	13.2	9.5
Ages 45-64	2,873	2,270	572	19.9	36.8
0-8 yrs	697	526	159	22.8	10.2
9-13 yrs	1,306	1,045	246	18.8	15.8
Diploma/Certificate	487	396	87	17.9	5.6
University	384	303	80	20.8	5.1

Source: Statistics Canada, 71-534

Table 2

Educational Attainment of the Working-Age Population With Detail for Older Canadians, 1975, 1981, and 1987

Educational Attainment (% of Working-Age Pop.)

	Total Population (000s)	0-8 Years	9-13 Years	Some Post-Secondary	Diploma or Certif.	University Degree
Both Sexes						
1975	16,323	26.8	46.1	8.7	11.6	6.9
1981	18,375	22.4	51.2	7.9	10.0	8.5
1987	19,825	17.8	49.6	9.2	12.4	11.0
Males						
1975	8,026	27.3	43.8	9.8	10.3	8.9
1981	8,999	23.0	49.3	8.3	9.0	10.5
1987	9,688	18.0	48.5	9.4	11.4	12.7
Females						
1975	8,297	26.3	48.2	7.7	12.8	4.9
1981	9,376	21.9	53.1	7.5	11.1	6.5
1987	10,137	17.5	50.6	9.0	13.5	9.4
Ages 45-54						
1975	2,420	36.4	39.7	6.3	11.3	6.3
1981	2,461	32.5	45.8	4.8	8.7	8.1
1987	2,565	24.0	47.0	5.4	11.8	11.9
Males						
1975	1,193	37.7	36.0	7.0	10.5	8.9
1981	1,232	34.9	41.7	5.0	7.5	10.9
1987	1,279	25.1	43.9	5.6	10.4	15.2
Females						
1975	1,227	35.2	43.3	5.5	12.1	3.8
1981	1,229	30.2	49.9	4.7	9.8	5.3
1987	1,287	22.9	50.1	5.3	13.1	8.5
Ages 55-64						
1975	1,854	44.8	35.4	5.3	9.2	5.3
1981	2,132	40.2	42.4	4.3	7.3	6.0
1987	2,325	34.6	44.4	4.6	8.4	8.0
Males						
1975	896	46.0	33.0	5.7	8.3	7.0
1981	1,016	41.8	38.7	4.3	6.6	8.6
1987	1,124	36.4	40.8	4.9	7.2	10.7
Females						
1975	958	43.6	37.8	4.9	10.0	3.7
1981	1,116	38.6	45.7	4.1	7.9	3.6
1987	1,201	33.0	47.8	4.3	9.5	5.5

Source: Statistics Canada, Special Run R88015.

APPENDIX 2 - A National Survey of Employment Opportunities for Canada

Probably the most important gap in Canadian labour statistics is the lack of information on job vacancies. This deficiency in our statistical system has important implications for labour market policy. Without reliable information on skill shortages by occupation, it is difficult to know how to reduce labour market mismatch. For example, it is hard to ascertain which types of training and retraining courses are most likely to result in re-employment for the unemployed. The objective of this brief paper is to discuss the feasibility of a survey of employment opportunities for Canada, with particular attention to methodological problems associated with such an undertaking.

Labour market developments in the late eighties have greatly increased the importance of job vacancy information. Falling unemployment rates through 1988, slower labour force growth, and strong output growth have intensified labour market shortages, particularly in low unemployment Ontario. These labour shortages can be expected to continue into the nineties, unless a major recession occurs.

Given these trends, economists and policy analysts as well as the general public are asking the following questions:

-how many of the unemployed are without work because of a basic lack of jobs and how many because of labour market mismatch?

-has the incidence of labour market mismatch increased in the eighties, and if so why?

-what occupations, industries, regions, and metropolitan centres are experiencing the greatest shortage of workers?

-has the skill level of job vacancies risen or fallen in the eighties?

One way to answer these crucial questions would be through a comprehensive national job vacancy or employment opportunities survey.[1] The key question is whether such a survey would produce reliable results and be cost effective.

Problems Associated with an Employment Opportunities Survey

There is no question that the undertaking of an employment opportunities survey is an ambitious undertaking. Indeed, no major industrial country currently has a comprehensive establishment-based survey of job vacancies. The Bureau of Labor Statistics in the United States in the early eighties investigated the feasibility of a job vacancy survey and decided not to proceed. Three methodological problems encountered in conducting a job vacancy or employment opportunities survey are the identification of the appropriate level for the reporting of job vacancy information within the firm; the definition of a job vacancy; and the overestimation of job vacancies due to an aggregation problem. These three issues are examined below.

The Identification of the Appropriate Level of Reporting of Job Vacancy Information

One problem commonly associated with establishment-based job vacancy surveys is the identification of the individuals within an establishment or firm who have knowledge of job vacancies. Establishment-based surveys on wages and employ-

ment are completed by individuals responsible for payroll, but these individuals would not normally have knowledge of job vacancies. In some firms, information on job vacancies is automatically given to personnel departments when this department has responsibility for hiring. In others firms, information on job vacancies is not centralized when hiring is done by individual departments. In the former case one individual could report all vacancies, while in the latter case, all individuals responsible for hiring would have to report openings.

There is no doubt this situation complicates the undertaking of a survey of employment opportunities, but there is no reason it would make the survey infeasible. Indeed, the experience of the seventies shows that job vacancy survey can be conducted, particularly when Statistics Canada officials conduct a profile of the businesses to be included in the survey to determine the most appropriate individual or individuals to complete the survey.

Definition of Job Vacancies

The definition of what constitutes a job vacancy poses conceptual problems. For example, certain firms may create an opening when they identify an extremely well qualified candidate, but would not consider themselves as having any vacancies for the vast majority of applicants. In this situation would the firm respond that it had no job vacancies? Another issue is whether only permanent, full time positions should be considered vacancies or should any opening whether temporary, seasonal, part-time, etc. be considered vacancies. One way to resolve this issue would be for employers to identify the characteristics of the vacancies. A third related issue is whether vacancies which are to be filled internally should be classified as vacancies. These positions are not of direct relevance to the unemployed, but eventually internal promotions or transfers arising from these positions create vacancies which have to be filled from the outside.

It should be noted that there are also conceptual problems with the definition of the labour force (e.g. are discouraged workers part of the labour force?), yet these difficulties have not prevented statisticians from estimating the labour force. Likewise, conceptual problems in defining job vacancies should not prevent attempts at estimating job vacancies.

The Aggregation Problem

Vacancies arise from employer expectation that the demand for their output exceeds what they are able to supply. Only with additional employees can supply be increased to meet demand. An employer's belief that he or she can sell more output, and hence needs more workers, is based on the assumption that all other firms serving the market will not change their output levels. If all firms believe there is unsatisfied demand for their product and act to increase output, much of the additional output will not be sold at going prices. This has implications for the number of job vacancies reported and may lead to over-estimation of the true number of vacancies.

Let us take an example. Assume that there is strong demand for auto repair services in a small city. All ten garages believes they could easily employ one more mechanic and report this information on the job vacancy survey. If a garage did hire an additional mechanic and no other garage did likewise, there would be sufficient work for the new employee. However, if all ten garages hired one additional mechanic, there would be insufficient demand to support all ten mechanics. The ten job openings reported for mechanics thus represent an over-estimation of the true number of job openings.

While this aggregation problem may appear serious, there are statistical techniques which can lesson the magnitude of the problem. Statistics Canada officials have in fact indicated the problem can be handled in a relatively easy manner. One factor which reduces, at least to a minor degree, this aggregation problem is that the additional income created by hiring mechanics creates more demand for auto repair services, thus offsetting somewhat the over-estimation arising from the aggregation bias.

Implementation of a Survey of Employment Opportunities

Probably the most cost effective means of implementing a survey of employment opportunities would be to make use of the infrastructure build up for Statistics Canada's Survey of Employment, Payrolls and House (SEPH). This monthly establishment-based survey covers almost all sectors of the economy and provides detailed information on employment, wages, and average hours. A Survey of Employment Opportunities (SEO) could possibly be integrated into SEPH, or conducted as a supplement to SEPH, or alternatively use SEPH's sample design and contacts. As the reporting units for SEO would probably be different than that of SEPH, this third option may be the most realistic.

The frequency of the SEO would not necessarily have to be monthly, especially if the costs are high. Quarterly or even annual data would still be useful. However, less frequent surveys would make the most recent data more dated and hence less reliable as job vacancies may change quickly. Timeliness of data release after completion of the survey is also important. SEPH data are currently issued with a two month lag so are very timely. It would be hoped that data from the SEO could be equally timely.

Another issue is whether the survey would attempt to enumerate only current job vacancies (or at least those unfilled after a certain period of time) or would also try to capture expected job vacancies at one point or more than one point in the future. Probably the best course of action would be for the survey of job opportunities to go beyond the job vacancy survey of the seventies and seek information on future openings as well as current ones.

The purpose of the survey could also be broadened beyond that of providing information on job opportunities. It could also furnish data on occupational structure, turnover (hirings and separations), and rates of pay and benefits, although it would first have to be determined that this information is not currently available elsewhere.

Summary and Conclusion

The data priorities of statistical agencies should reflect the policy priorities of society at large. In the nineties labour market issues such as skill shortages and retraining are likely to become even more prominent. Yet our lack of reliable information on the occupational and regional distribution of employment opportunities threatens to greatly impede our ability to deal with these issues. Better information is thus essential.

The most effective vehicle to gather this information is an establishment-based survey of employment opportunities. Such a survey would no doubt be costly and would encounter methodological problems. Many experts argue that the methodological problems associated with a survey of employment opportunities can either be overcome or would not be serious enough to jeopardize the reliability of the results.

Footnote

[1] There are a variety of indicators of employment opportunities in Canada - Statistics Canada's Help Wanted Index, the Job Vacancy Rate produced by the CLMPC, CEIC administrative data on CEC job vacancies and National Job Bank listings, and private employment agency (Temporary Manpower Services and Technical Services Council) job vacancy estimates. Unfortunately, none of these sources provides comprehensive information on the number of job vacancies by region and by occupation, which is what is needed for labour market program development. From 1971 to 1978 Statistics Canada did conduct a national job vacancy survey. While the exact reasons for cancelling the survey in 1978 are unclear, two factors cited were political pressure on Statistics Canada at the time to cut back on low priority surveys and dissatisfaction with the quality of the data due to methodological problems with the survey.

REPORT OF THE TASK FORCE

FOREWORD

This past summer we were invited to become members of the Task Force on Programs for Older Workers. This Task Force was one of seven Task Forces set up by the Canadian Labour Market and Productivity Centre as part of the Department of Employment and Immigration's consultation exercise on the Labour Market Development Strategy.

The mandate of the Task Force was to examine the problems older workers experience in finding re-employment after job losses and to put forward recommendations to assist older workers.

The Task Force report contains 13 recommendations which the Task Force believes when implemented would improve the labour market status of older workers.

In carrying out this mandate we discussed a wide selection of issues, ranging from broad principles for approaches to the older worker issue to details on the operation of specific programs for older workers.

The essence of the final report can be summarized as follows. Because of certain labour market characteristics such as above average duration of unemployment and low levels of educational attainment, older workers encounter special barriers to re-employment and training and hence have unique labour market needs. These needs are not adequately met by current labour market programs. Older workers should have better access to basic skills upgrading, improved counselling and support services specifically designed for older workers, and better labour market information of employment opportunities for older workers.

As members of the Task Force we do not pretend to have all the answers to the complex issue of older workers. However, we believe our recommendations will go some way in reducing the adjustment problem faced by older workers who lose their jobs and will also reduce the possibility of future older worker dislocation.

Bob Colosimo

Joanne DeLaurentiis

Gaston Lafleur

Tim McCarthy

Tom Norton

Marcel-Guy Pepin

Nancy Riche

INTRODUCTION TO THE RECOMMENDATIONS

The Task Force on Programs for Older Workers, at its five meetings, discussed a wide range of issues related to older workers. Emerging from the discussions were a set of themes that provide the structure for the recommendations in this report. It should be noted that several of these themes were also identified by other Task Forces.

The eight themes are:

1)the lack of harmonization of labour market policy across thirteen jurisdictions in Canada;

2)the inadequacy of current job information for labour market policy development and implementation;

3)the insufficient role currently played by counselling and support services in fostering older worker labour market adjustment;

4)the inaccessibility of labour market programs to older workers;

5)the lack of basic skills training for older workers;

6)the large regional disparities in employment opportunities for older workers;

7)the lack of flexibility of work arrangements for older workers; and

8)the inadequacy of the income maintenance system for displaced older workers.

The Task Force's Approach to Recommendations

The older worker issue is a very broad one. In order to keep the issue manageable, the Task Force has decided to concentrate largely on the role of government in promoting training and retraining programs and policies for older workers. The Task Force recognizes the great importance of the employer role in creating a training culture and providing continuing education and skill development programs for older workers and has put forward recommendations in this area. However, as these issues are being considered by the Task Force on Human Resource Planning, we believe our mandate is better fulfilled by focusing on government programs and policies to assist older workers, as opposed to the broad range of issues that affect older workers.

The Task Force has also restricted its recommendations to the older worker population, that is those 45 and over. The Task Force believes that older workers have a sufficient number of age-specific special needs and problems to merit treatment as a separate group. Recommendations designed to improve the adjustment ability of younger workers are also certainly important so that we do not have an "older worker problem" in the future. However, the Task Force believes that its mandate is better fulfilled by directing its recommendations to meeting the needs of current older workers who are experiencing labour market difficulties.

Implicit in the Task Force recommendations is the belief that the retraining resources allocated for older workers are most effective for the "younger older" workers, i.e. those between the ages of 45 and 55 or possibly 60. On the other hand, resources for income support should be reserved for the "older" older worker, i.e. 55, or possibly over 60. Of course, older workers above 55 should still be eligible for retraining programs if they so desire. The majority of Task Force recommendations are centered around the issue of re-integrating displaced older workers into the labour force through retraining programs.

The Task Force takes the view that the only appropriate use of monies raised by employer and employee unemployment insurance premiums is income support, including income support related to training. In particular, purchase of training

courses should be funded out of general revenue, and not out of the UI account.

Lack of Harmonization of Canadian Labour Market Policy

Task Force members have expressed concern at the lack of harmonization of Canadian labour market policy and programs, a situation sometimes referred to as the "balkanization" of labour market policy. It is, of course, true that jurisdiction over labour market policy is shared by both the federal and provincial governments and that Canada's vast geography inevitably leads to regional differences which require distinct policies and programs. Nevertheless, it is undesirable that Canadians experience labour market difficulties as a result of federal-provincial jurisdictional disputes, lack of cooperation in data gathering, inadequate or non-existent national standards, barriers to inter-provincial labour mobility, and program duplication. The long gestation period for the Program for Older Worker Adjustment (POWA), delayed by protracted federal-provincial negotiations, provides a case in point. There are many more.

A certain amount of dialogue between federal and provincial/territorial officials responsible for labour market policy currently takes place. For example, there is an annual federal-provincial/territorial meeting of Ministers with labour market responsibilities, as well as ad hoc meetings of Deputy Ministers and working groups. However, these informal gatherings have not been as effective as they should be in improving the coordination of labour market policy across the two levels of government. In order to improve the harmonization of current labour market policy in Canada, the Task Force recommends:

Recommendation 1:

That more formal and permanent structures be created to improve coordination between federal and provincial/territorial departments responsible for labour market programs.

One proposal might be the establishment of a federal-provincial Council of Ministers responsible for labour market programs to better coordinate current policies. This Council should involve all departments with responsibility for labour market programs and should be supported by a federal-provincial secretariat. A model could be the Council of Ministers of Education, which has helped improve communication among provincial Ministers of Education.

The division or fragmentation of labour market responsibility within each level of government has also been noted by Task Force members. At the federal level at least five departments are involved in labour market policy. The key department is the Department of Employment and Immigration, but other departments play significant roles. Labour Canada is involved with income maintenance for displaced older workers through POWA, Secretary of State with literacy issues, the Department of Health and Welfare with labour market programs for social assistance recipients, and the Department of Industry, Science and Technology with delivery of labour market adjustment benefits to certain groups of workers (e.g. Hawker-Siddley workers in Trenton, Nova Scotia). Needless to say, this institutional fragmentation of labour market policy can create confusion in the mind of the public and result in duplication of effort between departments. On the other hand, certain aspects of labour market policy may fall through the cracks when no one department takes responsibility. Consequently, the overall effectiveness of labour market policy may be reduced.

The Importance of Labour Market Information

A key element in the development of effective policies and programs for older workers is the availability of adequate information on employment opportunities for these workers. Without knowledge of where employment opportunities are located, on both a regional and occupational basis, it is very difficult to determine which training and retraining programs are most needed. Such information also makes employment coun-

selling much more effective. Unfortunately, Canada's system of job information has two serious weaknesses which impede the development of appropriate policies and programs for older workers.

The first defect is the lack of reliable information with respect to the number of job vacancies. The absence of a job survey means there are no hard data on the actual number of job vacancies by region or by occupation. Consequently, it is unclear in which occupations the greatest skill shortages are to be found. At one time Statistics Canada conducted a national job vacancy survey which provided vacancy information by region, industry, and occupation. This survey was cancelled in 1978.

A second major weakness in our national job information system is the fact that only a small proportion of job openings (estimated at around one fifth) are listed with Canada Employment Centres (CECs). Employers appear to use CECs primarily to fill low level positions and use other recruitment methods (private employment agencies, newspaper advertising, etc.) to staff middle and high level positions. As a result, CECs, which are responsible for key elements in the job information system such as the National Job Bank and listing of local vacancies, only deal with the lower end of the labour market and cannot provide comprehensive information on employment opportunities.

There have been some attempts to identify the full breadth of employment opportunities at the local level. In Ontario, for example, the Community Industrial Training Committees (CITCs) have gathered very useful information on skill shortages. However, this information has been gathered in an unsystematic manner and for only certain regions of Ontario.

Given the obvious importance of information on employment opportunities and current inadequacies in this area, the Task Force recommends:

Recommendation 2:

A national survey of employment opportunities be instituted in order to obtain reliable estimates of current and expected future employment opportunities by region and by occupation.

The federal government should allocate adequate funds to Statistics Canada to conduct such a survey. Consideration should also be given to including information on job hirings and separations in the survey. Statistics Canada should make maximum use of local sources of labour market information, such as the CITCs in the development and implementation of the survey. The Task Force recognizes, of course, that such an undertaking would be costly and has certain methodological problems associated with it. Nevertheless, it strongly believes that this information is crucial to the development of effective labour market policy in the nineties and that a national employment opportunities survey should therefore receive very high priority in terms of Canada's statistical requirements. It also feels that the methodological difficulties can either be overcome or are not so serious that they would put into question the reliability of the results.

Another recommendation that was extensively debated by Task Force members was the registration of job vacancies by employers at CECs. Task Force members representing labour wanted employers to be required to register all vacancies with CECs in order to have a full inventory of job vacancies and to increase the overall usefulness of the public employment agency. Task Force members representing business thought such a policy would impose an unacceptable burden on business since many businesses do not use CECs to fill vacancies. Business Task Force members, however, were not opposed to encouraging employers to register vacancies at CECs. It was also noted that an employment opportunities survey would make compulsory CEC listings unnecessary as a source of job vacancy information. No agreement was reached on this issue.

Key Role of Counselling and Support Services

One of the major barriers preventing equal access of all groups - and in particular older workers - to labour market programs is inadequate counselling and support services. Without knowledge of the options available, and the support services which can be used to access these options, many individuals in need of assistance are not helped. For many workers appropriate counselling in the form of a "needs assessment" is the key to unlock future employment opportunities. Such counselling can provide those in need of training or other types of assistance with useful information on programs tailored to specific needs. Studies have found that counselling raises the self-esteem of displaced older workers as well as the probability of their finding a job.

The major responsibility for employment counselling of older workers lies with the Canadian Employment Centres. There is concern that the CECs are not fulfilling this responsibility of providing sufficient and effective counselling services. Consequently the Task Force believes the Department of Employment and Immigration should strengthen the counselling function of CECs, either by improving existing counselling services or allocating additional resources to counselling services. The Task Force also recognizes the important role that community groups do play for older workers in need of support services. An attempt should be made to involve these groups so as to draw on all the expertise available in difficult adjustment situations.

The Task Force believes that the barriers facing older workers should receive more time and attention from CEC employment officers. Intensified counselling and education to supply older workers with job-seeking skills and channel them into relevant training would therefore be of value. This requires that counsellors dealing with older workers be sensitive to the unique labour force characteristics of this group. In addition, CECs should make the older worker population more aware of its various services, such as counselling.

The Task Force recognizes that a more intensive counselling and placement effort is very costly. However, the OECD has found a direct correlation between resource allocation and success in matching disadvantaged groups with jobs. Sweden has the highest ratio of counselling staff per 10,000 labour force members and also the lowest unemployment rate for older workers. Canada, on the other hand, has a very low rate of counselling staff per 10,000 labour force members. Targeting more resources to counselling for older workers would therefore make a good deal of sense in terms of greater labour market efficiency.

The OECD has also noted that support services are most effective when the career counselling and job placement functions are well integrated. In some countries these functions are done by two counsellors; in others such as Canada one counsellor has responsibility for both. Integration of the two functions makes it easier to assure consistency between the kinds of jobs displaced older workers will seek once they have retrained and the actual employment opportunities provided by employers.

One important outcome of a more pro-active approach to counselling is the collection of valuable data about older workers and identification of the reasons why they underutilize public employment agencies. Enhanced counselling would also give employment officers a far better understanding of the unique labour force characteristics of older workers and assist in their design or re-design of programs to suit this group.

Counselling at the time of notice of job loss has proven to be extremely cost effective. Counselling is the best way to identify those most likely to benefit from training as well as those most likely to experience long term unemployment. Early

identification allows these individuals to be enrolled in retraining programs quickly. This prevents the deterioration in skills and morale caused by the long spell of unemployment (six months) currently required to qualify for certain CJS training programs. Work place-based counselling as provided through the Industrial Adjustment Services (I.A.S.) has proven particularly effective.

Counselling is an essential part of the adjustment process and should begin as soon as possible. The Department of Employment and Immigration should focus the role of the Canada Employment Centres and the Industrial Adjustment Service committees in providing intensive counselling at the first sign of job loss in order to distinguish those most at risk of long-term unemployment from those with quick placement potential.

Following from the above discussion, the Task Force therefore recommends that the government:

Recommendation 3:

Make counselling a major priority of Canada Employment Centre (CECs).

Recommendation 4:

Have Canada Employment Centres develop specialized counselling services for older workers.

These two recommendations would involve training CEC counsellors to ensure that they are sensitive to the specific needs of older workers and well informed as to the various training and re-employment options available to older workers. These counsellors would be able to provide needs assessment to older workers and serve as guides to the complex network of programs which provide training and support services for older workers. In the words of one Task Force member, "the current maze of programs resembles a network of roads for which no one has a map."

Recommendation 5:

Have Canada Employment Centres focus on much greater counselling for older workers about to be laid off in order to identify those workers with re-employment problems.

Such counselling compensates for the poorer job search skills of older workers. This counselling effort should be closely integrated with better information on employment opportunities which will arise from recommendation 2. Counsellors would make displaced workers aware of their re-employment options and encourage them to undertake training or in certain cases to take a retirement option. This recommendation would require additional resources for the allocation of counsellors to CECs and monies for counselling courses for CEC employees, but not necessarily additional dollars for those to be trained.

Inaccessibility of Labour Market Programs

Many Task Force members are concerned that certain groups in Canadian society do not appear to be gaining equitable access to labour market programs. For example, women are still greatly under-represented in apprenticeship programs, while older workers are under-represented in CJS programs. Much of this unequal representation arises from barriers to the under-represented groups participating in labour market programs.

Barriers affecting older workers include the inadequacy of income support as older workers are likely to be more security conscious than younger workers; low literacy levels which do not constitute a sufficient base for skills training; the inaccessibility of CJS programs to older Canadians living outside urban centres; and bias, either conscious or unconscious, against older workers because of negative stereotyping. It is important that these barriers be reduced as quickly as possible.

The Department of Employment and Immigration is aware that older workers encounter greater labour market barriers than many other workers and is attempting to improve the accessibility of labour market programs to this group.

Most CJS programs require a six month waiting period before an individual can enrol in a training

program. One exception is the Continuing Employment Option under Skills Investment which is only open to those who have been unemployed less than four months. This option assists employers who are expanding operations in hiring and training workers who have been laid off by providing reimbursement of participant wages. Less than two million dollars is currently allocated to this option and the take-up rate is low. The Department of Employment and Immigration has proposed that under the Labour Market Development Strategy the Continuing Employment Option should be expanded. As the Task Force supports the concept of providing training to displaced workers without a six month waiting period, it recommends that:

Recommendation 6:

Additional support be provided for the Continuing Employment Option to new or expanding employers to train and employ older workers recently laid off by other firms. It is important that the training component of the program be fully maintained and that the program not become a wage subsidy for employers.

The six month unemployment period required before enrolment is permitted in most CJS training programs greatly reduces the short-term accessibility of labour market programs for older workers. Since effective counselling can identify which older workers are likely to be unemployed six months after layoff, the Task Force concluded that this six month waiting period served little purpose. Consequently, the Task Force recommends that:

Recommendation 7:

Displaced older workers not be subject to any waiting period for eligibility for CJS retraining programs.

The CJS has designated certain groups who experience serious market problems as target groups. There are currently four target groups - women, natives, the disabled, and visible minorities. Older workers also have specific characteristics which make their labour market adjustment more difficult than that of younger workers. Consequently, the Task Force concluded that the accessibility of older workers to labour market programs would further improve if they were a target group. As a concrete manifestation of the greater priority that should be given to displaced older workers given the severity of their labour market problems and their poor access to labour market programs, the Task Force recommends that:

Recommendation 8:

Displaced older workers be designated a target group for labour market programming.

A problem closely linked with the accessibility of training programs for older workers is the inappropriateness of the design and structure of certain training programs for older workers. For example, the techniques used in training programs also frequently fail to take account of the special needs of older workers. Existing programs often rely on "tell'em and test'em" methods that are better suited to younger workers. These emphasize verbal, classroom-like instruction and testing procedures which place a premium on memorization. Older workers, however, respond much more effectively to less-conventional methods that rely on self-paced, non-verbal instruction where trainees discover for themselves how things work. The Task Force believes that training programs for older workers should be developed in relation to the particular needs of this group.

The Importance of Basic Skills Training

A recurrent theme at Task Force meetings has been that a large number of Canadians do not have the basic skills of literacy and numeracy required to function effectively in a work environment where skill demands are constantly increasing. Without these basic skills, the additional training required for the implementation of new technologies is impossible. Many Task Force members have stressed that a major upgrading of the basic skills level of the workforce is a first necessary step in the development of a national training culture.

Older workers who can be identified in the "at risk" category generally have low levels of formal education - a serious barrier to employment in certain cases. The incidence of illiteracy is also much higher among older workers. They are therefore often less attractive to employers than younger, better-educated workers.

Policies which improve the overall literacy and basic skills of older workers are obviously needed to reduce the difficulties older workers face in finding employment. The problem appears to result from a variety of factors - insufficient funding for certain types of literacy programs which have been successful; a lack of take-up of literacy programs by individuals because of inadequate information or an unwillingness to admit illiteracy; and limited opportunities for employed older workers to upgrade their basic skills. For example, a recent Labour Canada study found that only six per cent of major collective agreements contain provision for general education leave for basic skills upgrading.

Consequently, the government should:

Recommendation 9:

Encourage firms and unions to establish workplace literacy programs. Public educational institutions should play a leading role in developing and implementing these programs;

Recommendation 10

Increase the number of illiterate older workers taking high school equivalent courses under Section 26 of the UI Act through increases in both the funding and promotion of such programs. This would enhance the ability of poorly educated older workers to qualify for further training requiring a certain level of literacy and numeracy skills.

Regional Disparities in Employment Opportunities

Older workers who have spent their lives in a particular city or region are often unwilling to relocate to look for work elsewhere in the country. In part, this represents an understandable desire to remain near family and friends. Older workers in declining industries located in smaller communities, however, often face particular difficulties since a plant closure or cut-back by the major employer can have a major impact on the value of housing - and thus on their ability to obtain housing in a new community. Moreover, those who do move to new locations in search of employment often find that employers there prefer to hire local workers.

While older workers are generally less likely to move than younger workers, some older displaced workers, particularly those in the 45-54 age group, may be willing to relocate. The government currently encourages mobility by allowing individuals to deduct moving expenses for income tax purposes. The Mobility Program of the Canadian Jobs Strategy also provides eight million dollars per year to offset the cost of moving for certain workers. However, given the geographical mismatch between the location of the unemployed and the available employment opportunities in Canada, a case can be made that this level of assistance is inadequate. Consequently, the Task Force recommends that:

Recommendation 11

The government provide improved financial assistance for older workers to relocate. Such assistance should not be funded from UI premiums.

Flexible Work Arrangements

Lack of flexibility in work arrangements may also constitute a barrier to the employment of older workers. Research indicates, for example, that older workers and retirees are particularly interested in part-time and phased retirement work options, as well as flexible work schedules, voluntary job-sharing, and compressed work weeks. Existing benefit structures and pension policies, however, may not accommodate these options without considerable financial loss to the older worker. Lack of sensitivity to the special needs of older workers in the areas of job design and redesign can also effectively limit their employment opportunities. Many jobs from which older

workers are often excluded, for example, could be made more accessible through relatively simple changes in the way they are performed.

The Task Force encourages the adoption of flexible work arrangements by employers in order to facilitate the employment of older workers. Where existing benefit structures and pension policies do not accommodate such options without financial loss to the worker it is hoped that arrangements can be made so the worker is not penalized.

The issue of more flexible work arrangements is perhaps most critical to older workers aged 55 and over. Research shows that in many cases these individuals prefer to remain at least partially employed as opposed to retiring outright. As older workers represent a major resource to their employers because of their experience and skills it is in the interests of society that they stay in the workforce as long as they desire to do so. In view of prospective labour shortages this desire should be accommodated to every extent possible.

In order to encourage greater flexibility in work arrangements to facilitate the employment of older workers, the Task Force recommends that the government:

Recommendation 12

Take a more active role in educating employers about the advantages of keeping older workers on the job and special needs of older workers and how these needs could be met through options such as phased retirement, part-time employment, flexible work schedules, voluntary job-sharing and compressed work weeks.

Income Maintenance for Displaced Older Workers

One labour market issue which is unique to older workers is the question of income maintenance for displaced older workers. Indeed, reintegration into the labour force is not the only option for displaced older workers. Policies to support labour market withdrawal is another option for those 55 and over, and even more so for those over 60. The basic premise of this approach is that reintegration into the labour force is not a realistic alternative. Both a lack of alternative job opportunities in certain areas and unrealistic prospects for re-employment through job training or relocation lead to this conclusion. For workers near 65 it can be argued that employers have a major responsibility to provide bridging income support until the age of 65.

Two changes to UI regulations in the mid-eighties have reduced the level of income support available to older workers. The treatment of severance payments in the determination of UI benefits was changed from that of a lump sum payment to income from employment. Consequently, workers lost eligibility for UI benefits during the period their severance payments provided income support equivalent to their wages. When this period was over, normal eligibility for UI benefits is restored and workers can receive UI benefits for up to 52 weeks.

The second change involved the treatment of income from both employer and CPP/QPP pensions. Pension income is now treated as employment income and deducted dollar for dollar from UI benefits above the earnings allowance deduction level (25 per cent of the UI benefit level). This change effectively discourages many older workers from taking early retirement.

Both these changes have reduced the adequacy of the current system of income maintenance for displaced older workers. Consequently, the Task Force recommends that the government improve income maintenance for displaced older workers by:

Recommendation 13:

Changing the current regulations governing the treatment of severance pay and pension income to their pre-1984 status in the determination of eligibility for unemployment benefits.

The Task Force discussed the adequacy of the Program for Older Worker Adjustment (POWA) in meeting the income replacement needs of displaced older workers. Labour members of the Task Force felt the program in its current form was inadequate and should be expanded. Busi-

ness members, on the other hand, felt that such a recommendation was premature. They felt POWA should be evaluated as soon as feasible in order to ascertain if the program is adequately meeting the needs of older workers. Once such an evaluation was complete, it could then be decided if the program should be expanded.

Labour members of the Task Force also suggested that the administration of POWA be transferred from Labour Canada to the Department of Employment and Immigration. The latter, they felt had more experience in program delivery and, through the CECs, could make the program more accessible to the public. Business members of the Task Force, however, saw no pressing need to transfer POWA from Labour Canada to the Department of Employment and Immigration.

TASK FORCE MEMBERS

Bob Colosimo is Vice-president, Industrial Relations of Canadian Pacific. He joined Canadian Pacific in 1945 and his early experience was in the Operating Department of the railroad. Mr. Colosimo is a member of a number of associations including the Canadian Chamber of Commerce and the Canadian Manufacturers' Association. He is also a member of the Board of the Canadian Labour Market and Productivity Centre.

Joanne DeLaurentiis is Vice-president and Director of Public Relations of the Canadian Bankers' Association. Ms. De Laurentiis has been with the Canadian Bankers' Association since 1985. She is a member of the Canadian Human Rights Tribunal Panel, the Canadian Employers Council and a Member of the Board of the Institute for Political Involvement.

Gaston Lafleur is President and C.E.O. of the Conseil québécois du commerce de détail. Mr. Lafleur is a lawyer who practiced for fifteen years in the areas of commercial, corporate and civil law. Mr. Lafleur is a member of a number of organizations including the Comité provincial de préventation de la criminalité économique and the Centre patronal de santé et sécurité du travail du Québec.

Tim McCarthy is President of the New Brunswick Federation of Labour, a position he has held since 1982. Active in his community, Mr. McCarthy has served as President, Secretary and Treasurer of Newcastle-Chatham District Labour Council. In 1974 he was elected as a Councillor for the Town of Newcastle and continued to hold office until 1983.

Tom Norton is the Executive Director of the Association of Canadian Community Colleges. Before taking the position in 1987, he was with Humber College of Applied Arts and Technology for 20 years. During this time he held a variety of positions including Vice-president Continuous Learning, Vice-president International and Vice-president Academic.

Marcel-Guy Pepin is a Union Advisor with the Research Branch of the Confédération des syndicats nationaux (CSN). He has worked with the CSN since 1977 and has been responsible for such issues as employment, plant closures, unemployment insurance and retirement plans. Most recently Mr. Pepin has been working on issues relating to training for the workplace.

Nancy Riche is Executive Vice-president of the Canadian Labour Congress, a post she has held since 1986. Previously Ms. Riche was Secretary Treasurer of the National Union of Provincial Government Employees from 1984-86. She was Vice-president of the Newfoundland Federation of Labour from 1978-84. She is also one of the two labour Vice-presidents of the federal New Democratic Party.

PART II
Unemployment Insurance Beneficiaries

BACKGROUND PAPER

INTRODUCTION

The task of designing training programs for the unemployed is complicated by the wide variety of circumstances and needs of the unemployed in Canada. Each year, millions of Canadians experience spells of unemployment. Most will not need or want training programs to facilitate re-entry into employment. There are, however, identifiable groups of persons whose job prospects are not good, who are likely to exhaust UI benefits, and who find only unskilled seasonal jobs which only return them to the ranks of the unemployed. Directing training efforts toward people with characteristics associated with long spells of unemployment would generate substantial social returns to government training initiatives.

At present only a small proportion of the long-term unemployed participate in training under the Canadian Job Strategy (CJS), and training intervention typically begins only after a very lengthy spell of unemployment. If groups likely to experience long spells of unemployment can be identified, intervention with training and assistance programs can begin earlier in the unemployment spell than under existing guidelines, thereby turning long weeks of fruitless job search into productive training experiences.

Formation of an effective training policy for the unemployed follows a series of important steps.

First, target groups must be identified. Given limited budgets, programs must focus on those who would benefit the most from public training dollars. The key is to identify the types of unemployment which can be alleviated through government assisted training.

Second, the factors which generate labour market difficulties for certain groups must be understood. Though most individuals and firms find investments in education and training sufficiently rewarding, some unemployed individuals face constraints which make both job search and training extremely difficult. What barriers hinder employers and employees from investing adequately in training programs, before or after jobs are terminated?

Third, the role of existing government programs in facilitating adjustment through training should be examined. Are CJS eligibility requirements appropriate for today's labour market needs? Does the operation of the unemployment insurance program facilitate long-term solutions for the unemployed?

Finally, program options must be designed to provide help where needed while preserving or enhancing the private initiative which drives the bulk of education and training.

This paper attempts to address some of the issues raised by each of these four steps.

WHO ARE THE UNEMPLOYED?

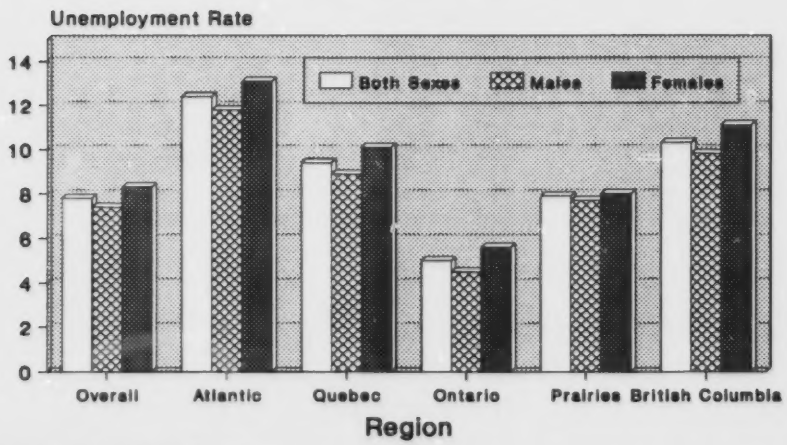
Even in the best of times, a vibrant economy will have some proportion of its labour force out of employment as demand for products change, old firms disappear, and new firms are born and mature. In a healthy economy, persons with mobile and adaptable skills will usually have little difficulty finding new employment. Persons with few or obsolete skills could experience long spells of unemployment or find only unsatisfactory dead-end jobs. Thus a key step in the development of training programs for the unemployed is to identify those groups whose adjustment to economic change is impeded by a lack of marketable job skills.

Before exploring the various facets of unemployment in Canada, a brief word on the significance of unemployment rates may be useful. Unemployment rates can be broken into two basic components, incidence and duration. Incidence refers to the number of persons who experience a spell of unemployment, while duration refers to the length of the jobless spell. A high rate of unemployment could be due to many persons experiencing relatively short spells, or comparatively few persons with very long spells of unemployment.

The duration/incidence distinction becomes important in trying to identify target groups for training. Group unemployment rates alone cannot identify a target group since even a low rate of unemployment could mask extremely long spells of unemployment and extreme hardship for just a few people, people who might generate the greatest gains from training investments. Given the cost of training and limited budgets, one strategy would be to focus on those relatively small groups who account for the largest share of unemployment.

Another important distinction to bear in mind is the difference between the unemployed and UI beneficiaries. Most obviously, many of the unemployed, persons without work who are looking for jobs, are ineligible for UI benefits because they were self-employed, were out of the labour force, have exhausted benefits, or otherwise failed to meet

Chart 1
Unemployment Rates in 1988
By Region and Gender



Source: Labour Force Survey, Statistics Canada.

the minimum claim requirements. Perhaps more obscure is the fact that many UI beneficiaries are not actively seeking new employment but instead await recall to their former employer. A recent study estimates that 60 percent of the 2.5 million lay-offs in 1984 ended with the UI beneficiary returning to the former employer, and that up to 2/3 of the total time spent unemployed in Canada is due to temporary lay-offs.

To summarize, the significance of both the duration/incidence and the unemployed/UI beneficiary distinctions is that unemployment rates alone cannot identify target groups whose long spells of unemployment make program intervention desirable. It is possible, however, to identify certain groups whose combination of duration and incidence is such that it is appropriate to concentrate program resources and attention on them.

The Data on Unemployment and Training

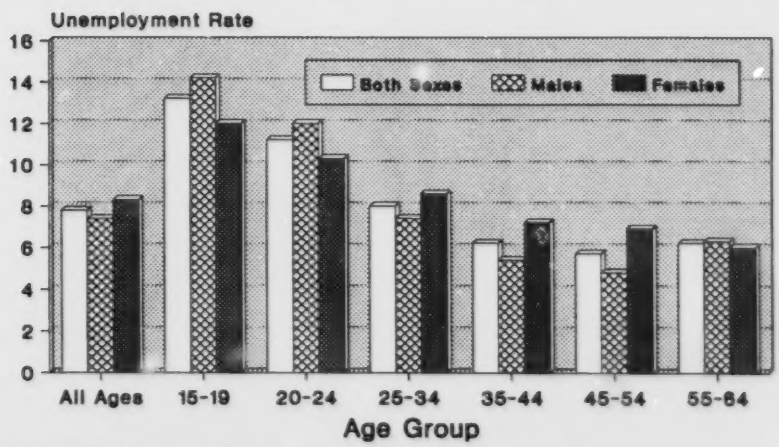
This section attempts to distinguish those unemployed who make successful transitions to new employment or return to a former employer without intervention from those who flounder in the labour market due to some remediable barrier to employment. Several key characteristics allow identification of target groups with a greater likelihood of experiencing long spells of unemployment. These characteristics could become eligibility guidelines for programs which emphasize early intervention and provision of training -- well before the current standard requirement of six months of unemployment is reached.

Unemployment Rates

Chart 1 indicates that unemployment rates decline as one moves away from Canada's coastal regions. (For additional detail see Table 1 in Appendix B.) Higher unemployment rates among females at the national level are consistently reflected in regional unemployment rates.

Chart 2 clearly shows that unemployment rates decline steadily with age, until rising slightly among those aged 55-64. Unemployment rates for older workers are substantially below those for younger workers. This reflects the common employment

Chart 2
Unemployment Rates in 1988
By Age and Gender



Source: Labour Force Survey, Statistics Canada.

pattern of younger workers who pass through a period of unstable employment and frequent job changes before settling down to relatively steady jobs. Young men have higher rates of unemployment than young women, but this relation is reversed between ages 25-54, and the rates are virtually equal among those 55-64.

Table 2 in Appendix B provides detail on unemployment rates by family status and gender. Perhaps the most alarming figure in the table is the 10.2 percent unemployment rate for females who are heads of family, more than double the rate of male family heads. Also worthy of note is that the unemployment rate of unattached men is approximately double that of married men, while marital status among women has little effect on the unemployment rate.

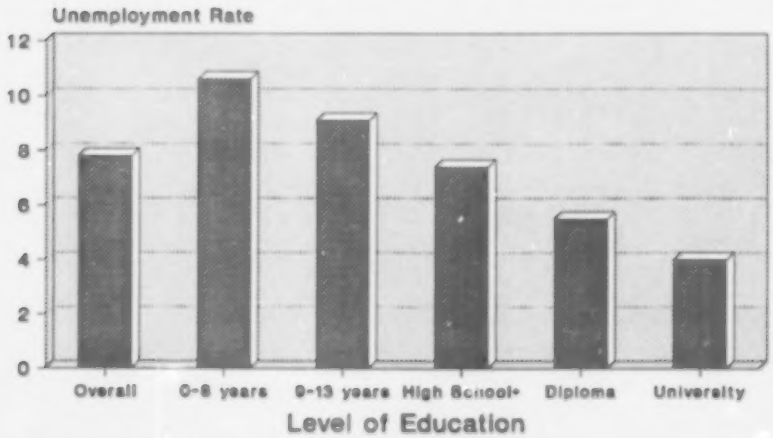
Chart 3 depicts the relationship between unemployment and level of education, revealing a steady decline in unemployment with higher levels of education. This relation provides substantial support for training and education programs to combat unemployment. Figures from Table 3 (in Appendix B) indicate, however, that a very strong economy provides employment opportunities for even the most poorly educated. Residents of Ontario with 0 to 8 years of education had an unemployment rate of 6 percent, only 1/5 greater than the Ontario average, while in most other provinces the poorly educated had unemployment rates 30-50 percent higher than average. The discrepancy seems to grow larger the higher the provincial unemployment rate, indicating that the poorly educated are the most likely to be marginalized in a high unemployment economy.

Chart 4 indicates that the less educated bear a disproportionately large share of unemployment when compared to their share of the labour force. The chart also indicates that 10 percent of the labour force did not even begin a high school education.

Duration of Unemployment

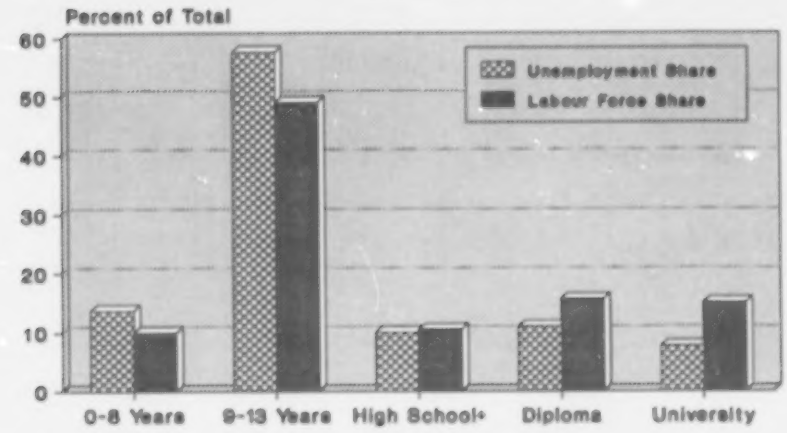
Chart 5 indicates that most unemployment spells are relatively short, with almost a third lasting less than a month and well over one half lasting less than three months. Workers aged 45 and older, however, have a much higher proportion of long-term unemployment than the rest of the labour force. Almost 15 percent of unemployed older workers had spells lasting more than a year, double the rate for all workers. Nearly one third of older workers' spells lasted more than half a year, compared to the 20 percent of all unemployment spells lasting more

Chart 3
Unemployment Rates in 1988
By Level of Education



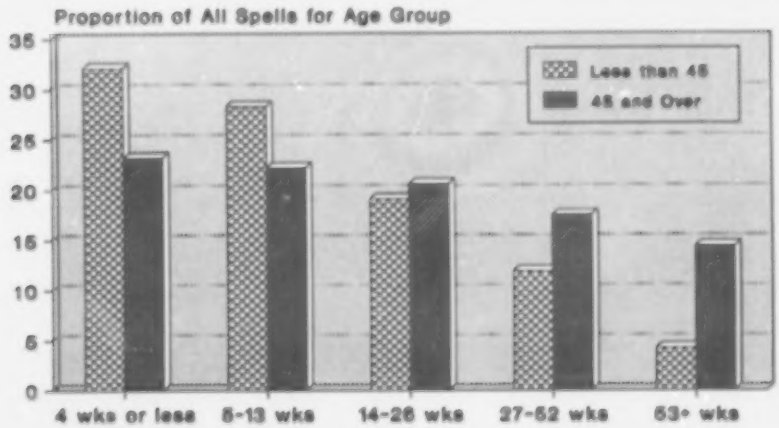
Source: Labour Force Survey, Statistics Canada.

Chart 4
Educational Attainment of the Unemployed and the Labour Force, 1988



Source: Labour Force Survey, Statistics Canada.

Chart 5
Length of Unemployment Spells Younger and Older Workers, 1988

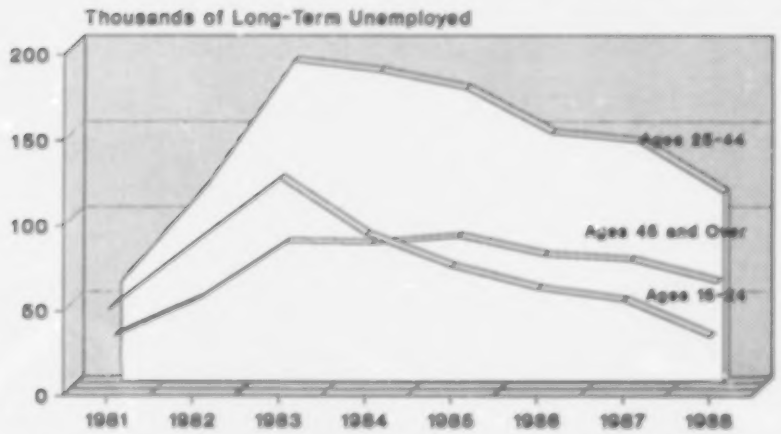


Source: Labour Force Survey Statistics Canada.

Chart 6
Average Duration of Unemployment
By Age and Gender, 1988

Note: Duration measure is average length of incomplete spells of unemployment.
Source: Labour Force Survey, Statistics Canada.

Chart 7
Long-Term Unemployment, 1981-1988
Number of Long-Term Unemployed



Source: Labour Force Survey, Statistics Canada.

than six months. (See Table 4 in Appendix B for additional detail.)

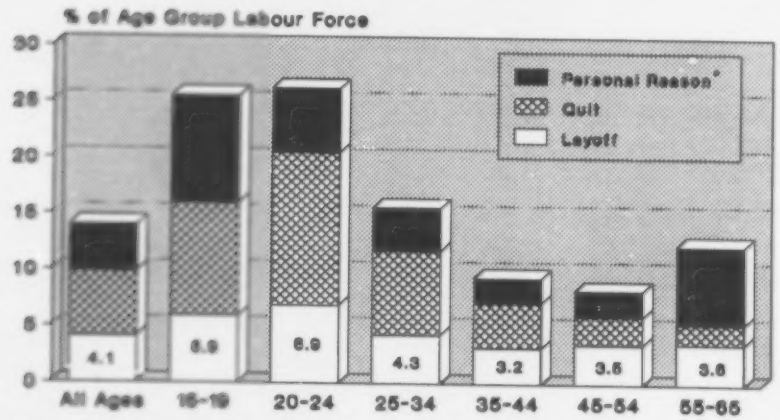
Chart 6 provides the average duration of unemployment spells, and demonstrates the usefulness of the incidence/duration distinction. While the young have very high rates of unemployment, the average duration is extremely low, indicating that the incidence of unemployment among the young is very high. On the other hand, older workers have a low incidence of unemployment, but the average spell is extremely long, approaching thirty weeks for males 45 years and older.

Chart 7 shows that the average annual number of individuals unemployed for at least six months is down sharply from the peak unemployment year of 1983. The largest share of the long-term unemployed is in the 25 - 44 age group, but the absolute number of long-term unemployed in this age group is declining rapidly. The trends indicated in the chart are due to a combination of the aging of Canada's work force and the increased incidence of long-term unemployment among the unemployed in the two older age groups. The duration data indicates that now, and likely in the forseeable future, long-term unemployment is growing most quickly among older workers, a substantial reversal from the youth unemployment problem early in the decade.

Sources of Unemployment

Chart 8 illuminates differences in job separation rates among workers in various age groups by examining reasons for separations from jobs held for at least one year. Turnover rates are much higher for younger age groups, but most of the higher rates are generated by job separations for personal reasons (such as returns to school, maternity leaves, and retirements), and quits (which include moving to a new job). Perhaps of greatest significance, however, is that the protection from lay-off (involuntary separations) afforded by age seems to peak in the 35 - 44 age group, and actually declines slightly thereafter. Thus older workers receive no additional protection from lay-off than most prime-age workers, and may actually be more likely to be laid-off than some younger age groups. One explanation for this phenomenon might be that older workers make up a relatively large proportion of employees in industries which account for the bulk of plant closings.

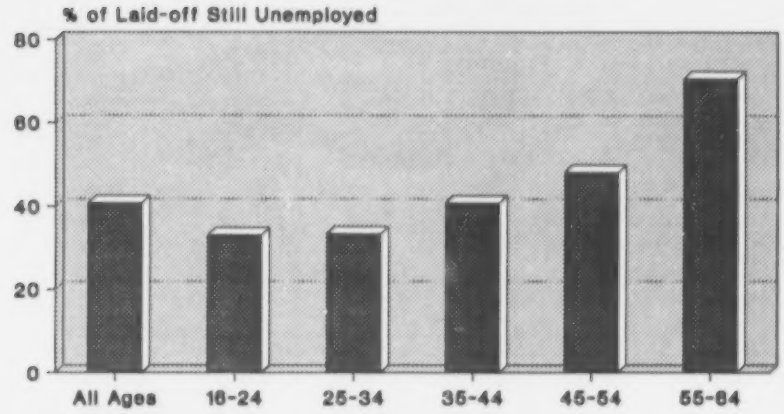
Chart 8
Job Separations of Longer-Term Workers
By Age Group, 1986



Note: Data are for workers with at least one year of job tenure before layoff.
Source: Labour Market Activity Survey, Statistics Canada.

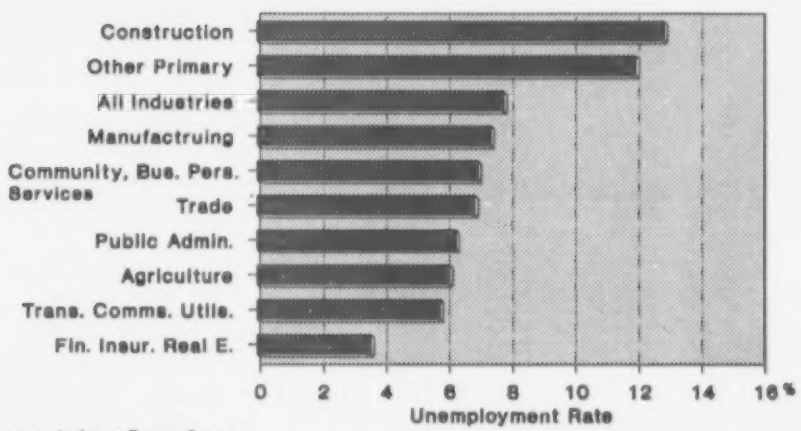
* Including retirement.

Chart 9
Unemployment Rates in January 1987
Among Persons Laid Off During 1986



Note: Data are for persons with at least one year of tenure before layoff.
Source: Labour Market Activity Survey, Statistics Canada.

Chart 10a
Unemployment Rates in 1988
By Industry



Source: Labour Force Survey, Statistics Canada.

The relative lack of protection from lay-off for older workers is cause for concern because of the extremely high rates of unemployment among laid-off older workers. Chart 9 shows unemployment rates in January 1987 among workers who had experienced a permanent lay-off sometime during 1986. The rates consistently rise with age, reaching 48 percent for 45-54 year-olds, and an astounding 71 percent for those aged 55-64.

Chart 10a reveals that unemployment rates in the construction industry and in non-agriculture primary industries (including fishing, forestry, and mining) are much higher than the national average, perhaps indicating that the skills used in these industries do not transfer easily to other industries. The service industries, notably finance and transportation (including communications) have well below average unemployment rates. (see Table 6, Appendix B.)

Chart 10b offers a breakdown of unemployment rates by occupation, where construction occupations, not surprisingly, have the highest rates. White collar, managerial, clerical, and sales jobs seem to provide the greatest assurance of employment. (see Table 7, Appendix B.)

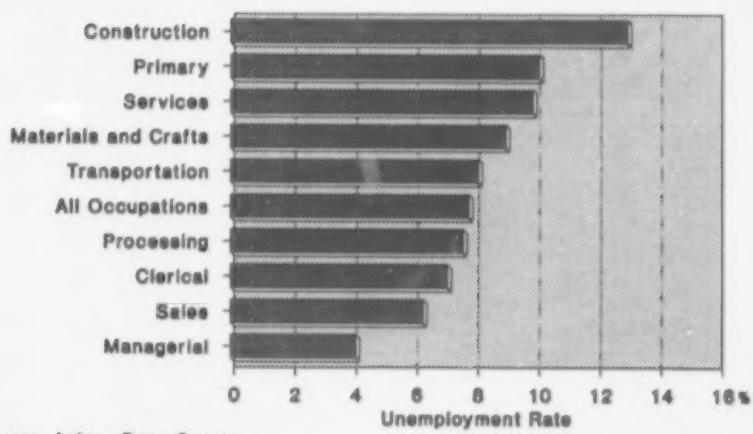
Chart 11 (see page 68) shows the distribution of job seekers by the size of their former employer. Firms employing 19 persons or less generate almost 50 percent of the lay-offs and separations from temporary employment attributable to firms. Adding in firms employing 20 to 99 workers raises the proportion of involuntary lay-offs from small firms to almost 70 percent of all lay-offs. While a host of factors could explain small firms' high rates of involuntary separations, the essential point to note is that these small firms are unlikely to have employment adjustment programs in place to assist workers facing lay-off.

Unemployment Insurance Beneficiaries

Charts 12 through 14 provide detail on the importance of Unemployment Insurance benefits at the provincial level.

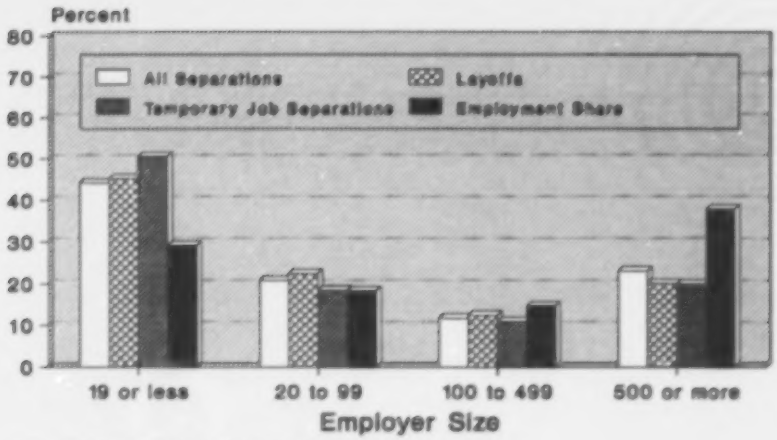
Chart 12 (see page 68) demonstrates that the size of the unemployed and UI populations can be substantially different. Particularly surprising is that the number of UI beneficiaries exceeds the number

Chart 10b
Unemployment Rates in 1988
By Occupation



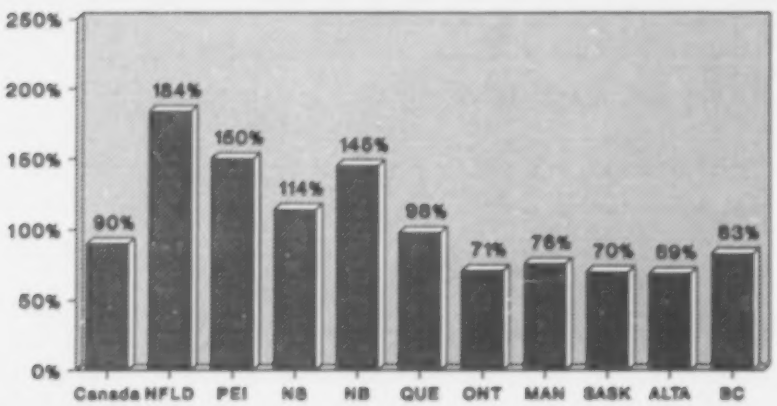
Source: Labour Force Survey, Statistics Canada.

Chart 11
Distribution of Job Separations By Size of Employer, 1986



Source: Labour Market Activity Survey, Statistics Canada.

Chart 12
UI Beneficiaries as a Percentage of the Unemployed, Annual Averages, 1988



Source: Labour Force Survey and Unemployment Insurance Statistics, Statistics Canada.

of unemployed in each of the Atlantic provinces. To continue eligibility for UI benefits, claimants must attest to having made some job search efforts, even if all realistic job opportunities have been explored. Thus all regular UI beneficiaries would normally be counted among the unemployed, and the number of unemployed should exceed the number of UI beneficiaries.

One reason that there are more UI beneficiaries than unemployed in Atlantic Canada may be that large numbers of discouraged workers have exhausted all job leads to the satisfaction of UI officials, but report no job search when interviewed in the Labour Force Survey. The LFS would classify these workers as out of the labour force and thus be excluded from unemployment statistics. Lack of job opportunities and rationing of existing jobs among several workers during the year could explain the relatively high proportion of UI beneficiaries to unemployed in Atlantic Canada.

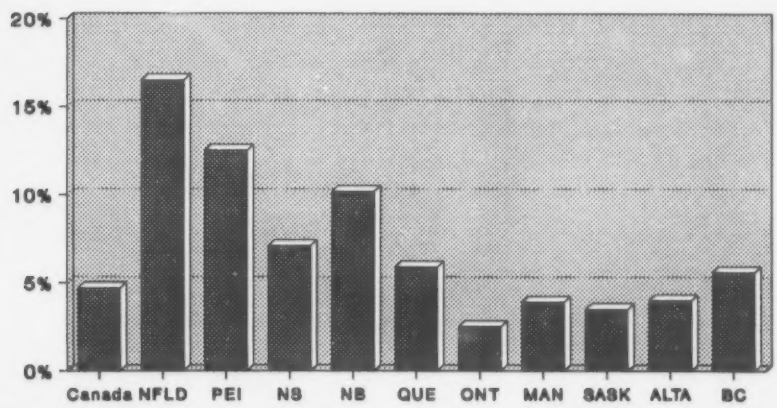
Chart 13 shows the number of UI beneficiaries in an average month of 1988 as a percentage of the entire working age population. The chart indicates the relatively heavy dependence of Eastern Canada on UI benefits, and that west of Quebec, only in BC does the UI take-up rate exceed the national average.

Chart 14 (see page 70) offers similar information, but presents the total number of new UI regular claims throughout 1988 as a percentage of the population. In 1988, 2.13 million regular UI claims were allowed with an average weekly payment of just under $200.

Education and Literacy

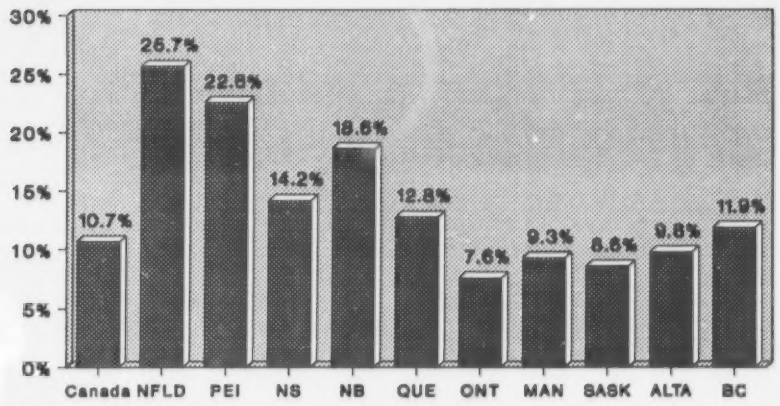
Education, literacy, and flexible job skills are important determinants of labour market adaptability at both the national and individual levels. In an era of rapidly changing technology and global competition, the inability or reluctance to retrain will generate problems for those currently unemployed, as well as those who will find themselves displaced by economic changes of the future. Poorly educated

Chart 13
Average Monthly UI Beneficiaries As Percentage of Population Over 15 in 1988



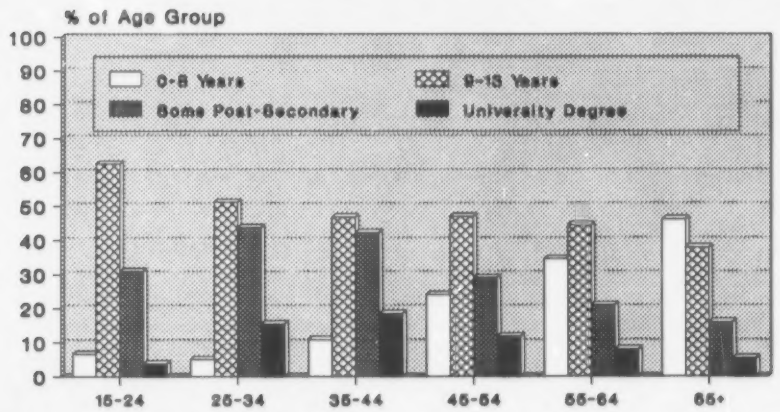
Source: Labour Force Survey and Unemployment Insurance Statistics, Statistics Canada.

Chart 14
Total Annual Regular UI Claims As Percentage of Population Over 15, 1988



Source: Labour Force Survey and Unemployment Insurance Statistics, Statistics Canada.

Chart 15
Educational Attainment of the Working Age Population, By Age Group, 1987



Source: Estimates Provided by the Labour Force Survey Sub-Division, Statistics Canada.

and difficult to train persons are high-risk candidates for long-term unemployment, now and in the future, since low levels of formal education make retraining more difficult and lengthy.

While there are significant numbers of people with very low educational attainment in younger age groups, Chart 15 (see page 70) shows that almost a third of the population aged 55-64, and a quarter of those 45-54 have had only an elementary school education. Among persons in the labour force, 23 percent of workers 45 and older have less than 9 years of formal education compared to less than 6 percent of workers aged 25-44.

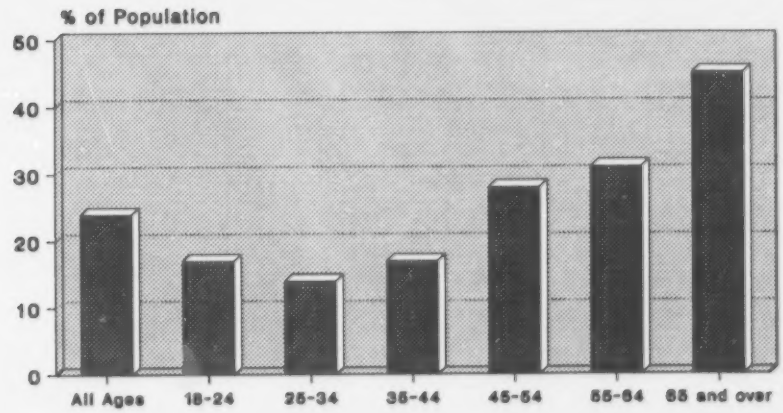
Chart 16 shows that rates of illiteracy rise with age, and indicates that 28 percent of those aged 45-54, and 31 percent of those 55-64 are basically or functionally illiterate, as defined by the Southam literacy study of 1987. These illiteracy rates are close to double those of younger age groups. Thus though persons with low educational attainment and literacy levels appear in all age groups, these problems are concentrated among older workers. The combination of low education levels, illiteracy, and advancing age with a permanent job layoff seem to generate especially high rates of unemployment.

CJS Participation

Chart 17 (see page 72) depicts the distribution of UI beneficiaries, CJS expenditures, the unemployed, and the labour force over the regions of Canada. Atlantic Canada generates 15.3 percent of UI claims despite having only 7.7 percent of the Canadian labour force. Quebec generates almost a third of regular UI claims though it has only one quarter of the labour force, and the health of the Ontario economy is demonstrated by its relatively small share of UI beneficiaries despite its large labour force. Interestingly, Western Canada generates a larger proportion of the unemployed than UI claims, possibly because a smaller proportion of the unemployed are eligible; alternatively, there may be a greater reluctance to apply for UI benefits. CJS trainees are distributed roughly in proportion to numbers of unemployed with the exception of Atlantic Canada, where the trainee proportion is larger, and in Ontario, where it is smaller.

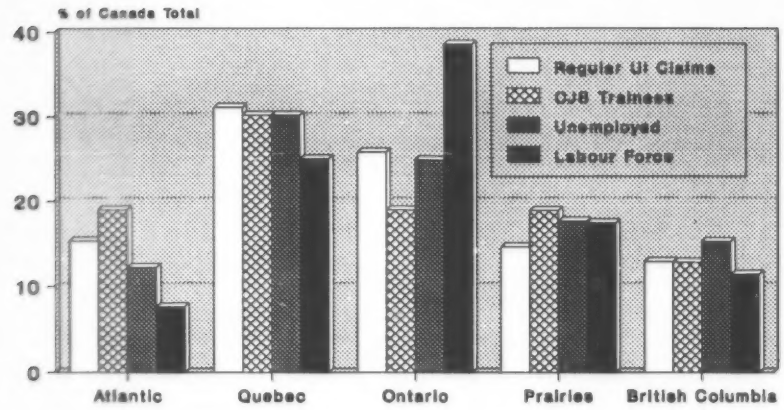
Chart 18 (see page 72) presents detail on participation in the various programs of CJS programs during the 1987-88 fiscal year. Women benefit from CJS

Chart 16
Incidence of Illiteracy in Canada
By Age Group, 1987



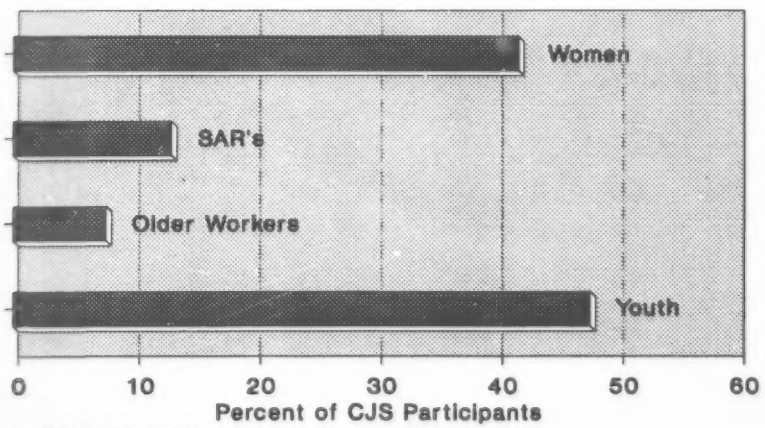
Source: "Literacy in Canada, A Research Report," prepared for Southam News by The Creative Research Group, 1987.

Chart 17
Shares of UI Claims, CJS Trainees, Unemployed, and Labour Force, 1988



Source: Employment and Immigration Canada data, Unemployment Insurance and Labour Force Survey, Statistics Canada.

Chart 18
Total Participation in CJS Programs By Target Groupes, 1988



Source: Employment and Immigration Canada data.

programs roughly in proportion to their share of the work force, but older workers, those aged 45-64, are notably under-represented. Young workers are relatively well served under current CJS programming.

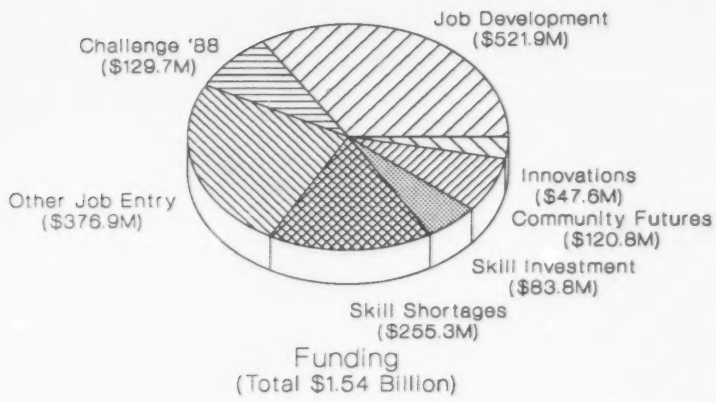
Charts 19 and 20 (see page 72) show anticipated funding and participant levels of the various CJS programs for the fiscal year 1988-89. Job Development and the two Job Entry components, Challenge '88 and Other Job Entry, receive the bulk of funding, and account for most CJS participants. Participants in Job Entry programs would not be eligible for UI benefits since these programs are targeted at persons outside the labour force. Participants in other CJS programs are much more likely to be eligible for Section 26 income support under the Unemployment Insurance Act.

Summary

The burden of unemployment depends both on the incidence and duration of unemployment. Relatively widespread but brief spells of unemployment can be seen as part of the normal operation of the economy, and publicly sponsored training programs would do little to reduce the cost of this short-term unemployment. While unemployment problems undoubtedly remain for some younger workers, the severe youth unemployment problems of a decade ago have dissipated, and existing CJS programs seem to serve the needs of youth relatively well.

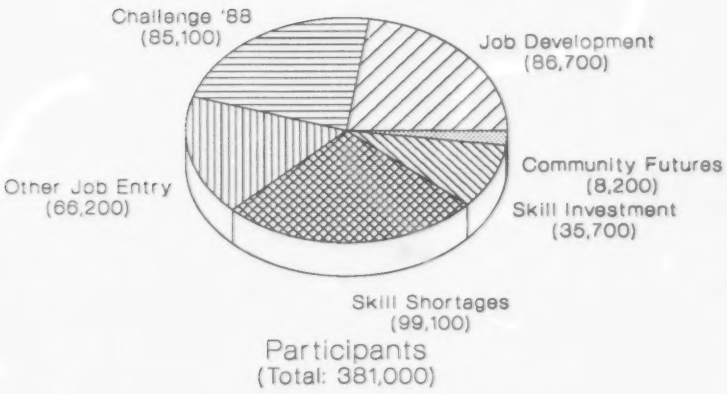
The high private and public cost of longer-term unemployment may be reduced through training programs by aiding workers whose job search is frustrated by low educational attainment and few or outdated skills. This brief review of unemployment in Canada identifies workers aged 45 and older, the less educated, and female heads of households as groups experiencing heavy burdens due to long-term unemployment.

Chart 19
CJS Funding, 1988-89



Source: Employment and Immigration Canada data.

Chart 20
CJS Participants, 1988-89



Note: Expected number of participants in Innovations is not available.
Source: EIC Data

THE NEEDS OF THE UNEMPLOYED

Each of the target groups identified in the last section requires separate analysis of their training and upgrading needs. Nevertheless, several considerations which apply generally to those who require government assisted training should be noted.

General Considerations

First, while it is possible to identify several characteristics of individuals which are likely to contribute to long spells of unemployment, many people will have more than one high-risk characteristic and so be especially prone to labour market difficulties.

Second, addressing training needs will also require attention to other needs such as income, child care, and other forms of support.

Third, the demand for training programs for unemployment beneficiaries depends heavily on the quality of other programs which help prepare workers for the labour markets of the future. If our education and private training systems can also be improved, a lighter burden will be borne by programs for the unemployed. Ideally, other government training programs and private-sector initiatives would provide the necessary training and retraining that would prevent long and costly spells of unemployment.

Fourth, the dimensions of Canada's training problems extend well beyond those that can be addressed by spending an additional $350 million on programs for unemployment insurance beneficiaries. A broader discussion of the training problem, including sources of additional funding and the adequacy of programs other than those focused on the unemployed, is also required for a comprehensive approach to the facilitation of training. Solutions will be suggested which go beyond the scope of the spending suggested for this task force.

Who Are the Groups With the Most Need for Training?

The preceding discussion of the characteristics of the unemployed identified four groups with specially great needs on whom it may be prudent to concentrate new training initiatives:

- workers with low educational levels;
- older workers, over 45;
- female heads of household;
- workers laid off from long-term jobs, especially in small towns.

Clearly, most people in these categories are not unemployed; programs to deal with the special needs of these categories may overlap the employed/unemployed distinction.

What Are the Potential Training Needs?

There are a number of key training needs. Among them:

- acquisition of literacy, numeracy, problem solving skills;
- acquisition of life skills necessary to hold a job;
- job counselling, including basic information about occupations and required skills;
- assistance with job search and information on the availability of jobs;
- program counselling, including information about what funding and other support is available;
- specialized skill and occupational training and retraining needs;
- other needs such as income support and social services.

Many of these needs apply to every labour market participant, whether employed or not, so it may be useful to avoid the distinction between employed and unemployed individuals. Perhaps the most ef-

fective way of meeting the training needs of the unemployed would be to ensure that *all* labour market participants possess sufficiently broad skills to be able to acquire new specific skills as necessary. Thus, it may be necessary to upgrade the basic skills of those currently working to prevent unemployment or to shorten unemployment. Provision of life skills training, counselling, and various forms of income support would undoubtedly be useful for both those seeking and leaving employment. While such training opportunities should certainly be available to the long-term unemployed, the most appropriate time to provide these skills to those who lack them is before unemployment strikes.

The Unemployed and Their Needs

The four categories of people who are most likely to encounter unemployment, and their potential needs, are as follows:

Individuals with low education levels

Though most individuals with low educational attainment are neither young nor new entrants to the labour force, youths who drop out of school to take full-time jobs are very likely to become problem cases in the event of layoff or technological change. Recent estimates from the Ontario Ministry of Education indicate that 32 percent of students leave school without receiving a diploma. While the average duration of unemployment for young workers is relatively short, the long-term unemployment that does exist is likely to be concentrated on those who leave school without the basic skills required to adapt to changing job requirements.

For people with low educational attainment a new emphasis on core skills is necessary in order to allow them to get further job-specific skills. While some form of publicly sponsored training may be necessary, a preferable approach would be to renew efforts to impress the importance of basic education upon young people, and to focus more resources on those most likely to leave the educational system prematurely.

Simple ignorance of the risks associated with low educational attainment is, however, not the only explanation for early departure from school. A significant proportion of high school drop-outs cite financial problems as the cause of not pursuing more education. In many cases they may be compelled to drop out of school to earn a living.

Re-entrants to the labour market, primarily women seeking paying jobs after raising families, may have completed high school but need basic information about job search and job placement. In addition their job specific skills may be out of date, so they may need retraining and upgrading rather than the kind of basic job skills that younger people in this category need. They may, however, have other non-training needs which will affect their ability to take training, such as child care or income support that goes beyond the income support needs of younger people.

Older workers

Older workers, by definition, will be job leavers rather than entrants. Their needs will be less for basic skills than for upgrading and updating of skills. They will also have non-training needs such as income support, and possibly mobility assistance.

Not all job losers are older workers, of course. However, a significant portion of them are. Older workers among job losers have significantly greater problems in adjusting because their job-specific skills obtained through long job tenure might not transfer well to other firms or industries. The 15-24 age group have average job tenure of a little over a year, while for those of age 45 and over average tenure is more than 15 years for men, and about 11 years for women.

While older workers have lower unemployment rates, they tend to be unemployed for longer periods. Typically, those 45 and over have twice as long a duration of unemployment as the 15-24 age group. This means that they have special counselling needs as well.

Since employers may perceive little incentive to train older workers, or to hire them if training is required, governments may either have to offer inducements to hire and keep older workers, or offer publicly funded training keyed to older workers. Efforts to retrain older workers should begin before

job loss to avoid the problems of entry and reintegration which older workers have.

Women

Since women are highly concentrated in certain low-paid occupations, women need encouragement and resources to break into non-traditional occupations. The evidence suggests that women benefit from general programs that reduce barriers to entry into occupations with high skill levels and rates of pay. Currently, women tend to earn about 40 percent less than men, even in jobs with comparable skill requirements, and are over three times more likely to be working part-time than men.

Single women with family responsibilities are a special concern. Low pay, combined with the scarcity and cost of child care spaces makes it difficult for mothers to return to the labour market, at least until their children reach school age.

Women who seek to re-enter the labour market after several years of full-time family care may find their skills and their information about the labour market out of date. Re-entrants will likely need job counselling and assistance with job placement in addition to skills training.

Those out of work in small communities

People who are out of work in small communities may need more information about job opportunities outside their own communities and mobility assistance to overcome the high cost of relocation.

In cases of people laid off from long term jobs in small communities, retraining and upgrading of skills may be affected by the availability of programs in their community. Because there is likely to be less opportunity for employer-based training in small communities, their programs may need to be geared to formal institutional training rather than on-the-job training.

The ability to move to other jobs, or to training in other communities, will also be affected by the availability of mobility assistance. Programs to improve mobility will have to take into account the fact that many workers in this situation will be older and consequently will have only a short time left to work. Thus the attractiveness of moving from a small community may be affected by factors such as portability of pension plans, or other income assistance.

BARRIERS TO TRAINING AND EMPLOYMENT

Currently, only a small proportion of UI recipients receive training through Canadian Jobs Strategy programming. While many unemployed do not want or need the skills training available through CJS, many others are unable to take advantage of these programs because they do not fall under one of the many categories of program eligibility. Even among those individuals who are eligible for training, however, enrollment numbers have been limited by a number of barriers and disincentives. These barriers and disincentives to training can generally be divided into two distinct categories: **individual impediments**, which arise out of the special circumstances of the UI recipient, and **systemic impediments**, which reflect those barriers to training and employment that pervade society at large.

Individual Impediments

Lack of basic skills

Various groups of UI recipients, including young people, older workers, immigrants, and single mothers, often lack the basic literacy and numeracy skills required to undertake advanced training that would lead to employment. At present, many training programs offered under the CJS require individuals to have at least grade 10 education. While the CJS provides basic remedial education to individuals who qualify for specific training programs but lack basic skills, this remedial education is available only at the high school level. For the 14 percent of unemployed individuals who have grade 8 education or less, there are no formal programs that allow individuals to raise their education to the level where they would be qualified to undertake CJS training programs. Equally, UI recipients who are in need of remedial education but do not qualify for CJS training programs are also not entitled to basic educational upgrading funding under CJS.

Lack of income

Despite the fact that training is widely viewed as an important tool for economic mobility, many UI recipients who qualify for CJS training fail to take advantage of this training option largely because they do not believe they have the financial security to do so. Indeed, some UI recipients who are eligible for training under CJS may be discouraged from undertaking training by the low levels of the training allowances or by the uncertainty of whether they qualify for them at all.

The complicated maze of regulations and conditions governing federal income support makes it difficult for any UI recipient to know to what extent various training expenses are covered by CJS. However, even for those individuals who are certain of their eligibility, the low level of federal training allowances provide very little incentive for individuals to undertake training. For instance, the maximum weekly allowable benefit for trainees collecting UI is $360 before taxes (an annual income of less than $17,000).

Lack of supplementary income support

For parents, the cost of child care remains one of the most formidable barriers to participation in training programs.

In 1988, almost 2 million child care spaces were needed, yet only 10 percent could be accommodated by the formal child care system. Unless UI recipients can be assured affordable, quality daycare, it is unlikely that federal training programs will be able to attract a higher percentage of women into programs.

In a similar manner, income provisions allowable under CJS for transportation and other work-related expenses are often inadequate to make participation in training programs a viable alternative.

Information barriers

Finding information on training opportunities can be a daunting task for the unemployed, especially those with low literacy skills. Currently, there is no single network of organizations which lists all provincial and federal training programs open to UI recipients. Even local Canada Employment Centres do not necessarily have information on every federal government program available. In general, UI recipients must rely on the expertise and goodwill of individual CEC employment counsellors to provide them with clear, concise information on training programs for which they are eligible. While access to training information is complicated for UI recipients in urban areas, for those who reside in rural communities it may, in some cases, be almost non-existent. Many rural communities are without a fully staffed CEC, and other rural areas may have no employment centre at all.

Language barriers

The 1984 report of the Special Committee on Visible Minorities in Canadian Society drew attention to the inadequacy of basic language training courses. Despite expanded language training opportunities available under CJS, complaints are still being raised by various interest groups, including natives, for whom language often acts as a serious barrier to higher educational attainment. Under *Job Development* (one of the major components of the CJS program) there are no provisions for training those who need language training.

Geographic barriers and community isolation

For some groups, particularly natives who live either on reserves or in small rural communities, access to training remains one of the major barriers to participation in CJS training programs.

While CJS provides native communities with various options for on-reserve training, the range of training options are limited compared to UI recipients who live in major urban areas. Moreover, for those individuals who are willing to move to where training options are better, a large degree of uncertainty remains as to which kinds of moving and related costs are covered by the CJS program.

Systemic Impediments

The poverty trap

For many UI recipients, the most significant barrier to training remains the possibility that at the end of their training they will have no better prospect of earning a good income than they did before undertaking training.

The fact that the CJS cannot guarantee its participants employment (even temporary employment) at the end of a training program is a major weakness of the system. For the long-term unemployed or those individuals with a poor employment record, training for jobs that do not exist can be a demoralizing experience. Even for those UI recipients who manage to find employment at the end of their training experience, however, there is the likelihood that earnings from paid employment will be little better than that earned while on unemployment insurance. In short, many individuals are discouraged by the possibility that CJS training will do little to liberate them from the short-term-employment/lay-off cycle.

Interprovincial barriers

Canada has more than one labour market. A number of provinces give employment preference to local residents, both through public employment and through rules governing public sector procurement. In addition, licensing and certification requirements for certain trades and professions constrain labour mobility. For UI recipients who wish to undertake CJS training in certifiable trades or occupations, these provincial restrictions on mobility can serve as a disincentive to training. Equally, differing education standards may also serve as barriers to UI training.

Regional disparities and structural problems

UI recipients living in slow growth regions can be forgiven for asking "What's the point of training

when no job openings exist?" It is a legitimate question in light of the long-standing problem of regional disparities in unemployment rates and employment opportunity.

The fact that over 75 percent of new jobs since 1983 have been created in Ontario and Quebec (50 percent and 25 percent respectively) suggests that UI recipients across Canada do not have equal access to on the job training and to the employment opportunities which stem from it. So far, the CJS program has not been successful in dealing with these important questions. Indeed, regional development efforts by other federal departments have also failed to address this regional imbalance.

Unless training participants are guaranteed job placement after training, it is likely that UI recipients residing in slow-growth regions, remote communities, or areas facing adjustment will continue to be reluctant to undertake the limited forms of training available to them from the CJS.

CJS selection criteria as a barrier

The aim of the Canadian Jobs Strategy is to "provide help where it is most needed". In practice, this means that the CJS provides training only to those individuals who demonstrate difficulty entering and remaining in the labour market. These "high-priority" clients are defined to be the long-term unemployed, women re-entrants, youth entrants, natives, disabled persons, visible minorities and workers threatened by technological or market change.

Targeting training to specific groups of disadvantaged workers is a method of allocating scarce program funds. The problem with targeting, however, is that some groups of workers are necessarily excluded from participating in training opportunities. Workers who do not fall into the above categories are not generally afforded the opportunity for CJS training, regardless of how great their training needs may be. The selection criteria, therefore, represent a barrier to training for many individuals.

While eligibility criteria represent barriers to participation in CJS training, the criteria exist to ration the scarce resources of the CJS budget. But in some cases the criteria actually cause waste of available resources. The Job Development Program, for example, generally requires the trainee to have had 26 weeks of unemployment out of the last 30, time usually spent collecting UI benefits. With appropriate eligibility criteria, the six months could be spent in training with little additional cost for income maintenance.

SOME EXPERIMENTS IN ANTICIPATING UNEMPLOYMENT

Larger Firms in the Private Sector

While providing training opportunities to individuals with low skill levels is critical, efforts which anticipate and forestall future unemployment through preventative measures at the firm and community level are equally important. Large firms, small firms and community-based educational institutions all have a role to play in meeting workers' training needs before they become unemployed. Large private-sector employers, in particular, have a unique opportunity to provide counselling and even retraining to employees who are about to be laid off.

While this *pro-active* approach has so far been more common to Europe than to North America, there is evidence that large North American employers are beginning to respond to the training needs of laid-off workers. In the U.S., there are many examples of management-union agreements to provide ex-employees the opportunity to strengthen their job skills before moving to a new job. For example, Ford Motor Co. in conjunction with the United Auto Workers union has established a *National Development and Training Centre* (NDTC) in Dearborn, Michigan which provides training to both active and laid-off workers. Money for the Centre comes from the UAW, Ford and the state of Michigan. Similar kinds of programs have been set up by the UAW in conjunction with General Motors, and GM Canada, in conjunction with the Canadian Auto Workers, has also initiated some novel training and upgrading programs which may prove to be a model for similar plans in the future.

A union/management program has also been established at AT&T in partnership with the Communications Workers of America. The rationale behind these programs is that in industries where technologies constantly change, workers must be given the flexibility to upgrade their skills. In the U.S., the trade union movement has been active in bargaining for workers' rights in this area. According to an International Labour Organization study, nearly 50 percent of today's collective agreements in the U.S. cover such matters as transfer rights, relocation assistance, retraining, and health and welfare benefits.

A recent Labour Canada survey of major Canadian collective agreements indicates that 87 percent of union contracts contain provisions for some form of training. Though the presence of training clauses does not imply that training actually occurs, it does indicate that the framework for enhanced training opportunities is already in place for many employees.

Union/management agreements on training laid-off workers are rare in Canada, but several successful models exist. For example, the Canadian Steel Trades and Employment Conference (CSTEC) provides steel workers who have been laid off from their jobs with training for alternative employment. While the activities of this organization are jointly administered by labour and business, it is funded by Employment and Immigration.

Other industries have also moved toward joint labour/management sponsorship of training opportunities. The Joint Human Resources Committee of the Canadian Electrical and Electronics Manufacturers Association recently drafted a proposal for a Human Resources Council to deal with the issues of technological change, training, and adjustment. Similar initiatives are underway in the plastics, and automotive repair and service industries.

Most Canadian initiatives in this area are still in the developmental stage, but there are indications that the success of this pro-active approach can be considerable. According to a recent study of displaced workers done by the U.S. Government Accounting Office, programs sponsored by employers and/or trade unions were three times more likely to

have above average placement success than those run by state agencies and other organizations. The study concluded that this was principally because company and union officials can help jobless clients more easily by using contacts with local employers.

Efforts in Small Business and Community Organizations

While large employers and unions may have the economic means to provide training for displaced workers, smaller businesses and community organizations are unlikely to have the capability to train current or former employees without assistance from government. Meeting the training needs of displaced workers from these sectors of the economy requires extensive collaboration among government, business, labour, and the educational sector. While this kind of co-operation already exists to some degree in Canada, more needs to be done to draw small business into the policy process.

In the United States, there are a number of state initiatives which could serve as useful models for new forms of partnership. Though these programs undoubtedly have flaws and may not be entirely appropriate for Canadian needs, their reliance on local initiative and control make them worthy of closer examination.

In the city of Boston, the entire city school system has been encouraged by the local private industry council's promise to improve the skills of young people in exchange for a pledge by area businesses to hire and train them. The *Boston Compact* agreement, now four years old, is working well. In 1986, 93 percent of Boston's high school graduates of that year found employment or were enrolled in post-secondary education. The Compact has also established 15 working groups (including one on vocational education) in which people from schools, business, university and community-based organizations are jointly developing plans for improvements in schools.

Another interesting policy experiment is contained in the *Ohio Economic Development Plan*. The plan, which involves the State government, the private sector and educational organizations, is a wide-ranging economic blue-print for making Ohio more competitive and more receptive to new technology. The program places a heavy emphasis on training workers and has already established regional consortia of employers, educators and public officials who co-ordinate and encourage training through the provision of training grants to local employers, and extensive literacy upgrading and job-counselling for the unemployed. The consortia are also creating local data bases on training and employment to provide a better match between training and the needs of employers. While funding largely comes from the state, the federal government also contributes to the program through the federal *Job Training Partnership Act*.

In Canada, *Local Advisory Councils* (LAC) established under the Canadian Jobs Strategy program serve as the main forum for multi-party co-operation on training the unemployed. Representatives of the LACs come from Chambers of Commerce, labour groups, employers and other local groups of particular significance to individual communities. However, despite their impressive membership the Councils lack substantive decision-making power, particularly when it comes to experimenting with alternative, community-based approaches to training the unemployed and other disadvantaged workers. Moreover, as the recent CLMPC Task Force on Adjustment noted, the LAC model has been the subject of a great deal of criticism. The Task Force recommended that local labour market councils of this type, set up to advise governments on labour market issues, be organized on the basis of local labour markets rather than on the basis of political boundaries, and that they have equal labour and business representation, along with representation from the training community, local governments and other interested parties.

Fulfilling the training needs of Canada's unemployed is likely to require a diversity of approaches, particularly in light of the wide variation that exists among Canada's regional economies. While it is important that each region of Canada have equal access to training opportunities, this should not preclude various regional bodies made up of small business, educators, large employers and labour, from experimenting with new forms of co-operation and co-ordination in an effort to meet the needs of the unemployed.

APPENDIX 1 - Past and Future Labour Market Trends

This appendix to the report provides a brief overview of past trends in the Canadian labour market since 1966 and as well discusses likely developments in the nineties and in the first decades of the next century. At the outset it should be stressed that these projections have varying degrees of risk attached to them because of uncertainty about the future. Nevertheless, they do provide a useful profile of what is expected to happen in the labour market based on past trends. The future state of the labour market will set the environment in which labour market policies and programs will be implemented. Knowledge of this environment is thus essential for the development of effective policies and programs.

Recent population trends and future population projections are first examined. Data are for the population aged 15-64, which constitutes the bulk of the labour force, and for three age groups - young workers (15-24), prime-age workers (25-44), and older workers (45-64). Trends in aggregate and age - sex specific participation rates are then discussed, as is the level and components of labour force growth. Past and expected trends in employment are then analyzed, including employment trends by sector and occupation. A final part summarizes the key labour market trends from a forward looking perspective of labour market policy development.

Population Trends

The rate of population growth for the 15-64 age bracket has progressively fallen off over the last two decades, dropping from an average annual rate of increase of 2.5 percent between 1966 and 1973 to 2.0 percent in the 1973-81 period, to 0.9 percent between 1981 and 1988. The much slower growth in the eighties reflects the effect of the end of the baby boom in the mid-sixties, which, with a fifteen year lag, reduced the number of persons entering the working age population.

The arrival of the first wave of the baby boom generation at the age 25 in the mid-seventies led to an increase in the relative importance of the prime age group (25-44), a trend which has continued throughout the eighties. On the other hand, the end of the entry of the baby boom generation into the labour market after 1980 resulted in a fall in the share of the 15-24 year age group after this date. The population share of older workers (45-64) has remained relatively stable over the past two decades.

Statistics Canada produces population projections for the 1989-2036 period based upon four different sets of immigration and fertility assumptions (low fertility, low immigration; medium fertility, low immigration; medium fertility, high immigration; and high fertility, high immigration). These different assumptions give very different pictures of the future size of the population aged 15 to 64. According to the scenario based on the low fertility/low immigration assumption, the population aged 15 to 64 peaks in the year 2010 and declines continually thereafter. On the other hand, the population projection based on the high fertility/high immigration, optimistic population growth assumption shows the 15-64 year old population continuing to rise throughout the projection period, reaching 22.1 million in 2036. This final estimate is 5.7 million more than that from the pessimistic projection! The conclusion to draw from this brief discussion is that population projections, particularly long-term projections, are very sensitive to underlying fertility and immigration assumptions. For this reason undue attention should not be focussed on the absolute levels of population projections.

The large differences between the four projections of the 15-64 age population are also found for the long-term projections of smaller age groups. In the medium term, however, when the impact of different fertility assumptions is not yet felt, the differences are smaller. All projections show that the 15-24 year age group will continue to fall in absolute terms until 1996 and in relative terms until at least 2017. On the

other hand, all projections show that the size of the prime age population (25-44) will rise in absolute terms until 1996 and then begin to decline as the first of the baby boom generation begin to turn 45. Equally, all projections of the population aged 45-64 show an absolute and relative increase for this group to at least 2016.

Participation Rate Trends

In the past two decades the aggregate labour force participation rate has risen greatly, reaching 66.7 percent in 1988, up from 57.3 percent in 1966. This development has resulted from the rise of the female participation rate, as male labour force participation has actually fallen. The rise in female labour force participation has arisen from a variety of factors, including the increased educational attainment of women, and changing attitudes toward the role of women in society. The falling male participation rate is primarily due to improved pension plans for many older workers, which have led to an increase in early retirement.

According to forecasts by the Institute for Policy Analysis of the University of Toronto, the upward trend in the aggregate participation rate is expected to continue in the nineties, although at slower rates of increase. The aggregate participation rate is expected to peak at 69.2 percent in 2001, and then to stabilize, largely because of the rapid growth of the 55 and over population, which has a well-below-average participation rate. Age-specific participation rates are expected to level off in 2002 for young women, in 2005 for older women and in 2008 for prime age women. Differentials between age-specific male and female participation rates are expected to fall. By 2013 the male/female aggregate participation rate differential is expected to be only 5 percentage points, compared to the current 19 points. Females will represent nearly one half of the labour force (48 percent) by this year.

Labour Force Trends

Canada's labour force has grown rapidly in the past two decades, nearly doubling from 7.5 million in 1966 to its current level of almost 14 million. Labour force growth was particularly rapid in the late sixties and seventies, averaging 3 percent per year. In the eighties labour force growth has only been about one half this rate, due to both slower working age population growth and participation rate growth.

The absolute size of Canada's future labour force of course depends on the size of the population aged 15-64 and consequently would vary with the different population projections. Forecasters, however, base their labour force projections on the population projection they believe most likely. The University of Toronto forecast, which is discussed here, makes a fertility assumption similar to the Statistics Canada medium fertility scenario and assumes slightly lower immigration than implied by Statistics Canada's high immigration assumption. According to this projection, Canada's labour force rises from its 1988 level of 13.5 million to a peak of 16.6 million in 2008 and then declines slowly to 16.5 million in 2013, the last year of the forecast.

The much slower rate of aggregate participation rate growth in the nineties and early years of the next century means that a much smaller share of labour force growth will come from increases in participation rates. Between 1981 and 1988 aggregate participation rate growth accounted for 35 percent of labour force growth. Between 1988 and 2001 increases in the participation rate will only account for 15 percent. After 2001, the lack of change in the aggregate participation rate will mean that this source of labour force growth will be zero. Although the working-age population will be growing at a slower rate than in the seventies and eighties, its relative importance in feeding labour force growth will be greater. Indeed, after 2001, it will account for all labour force growth. As immigration is an important component of working age population growth, this means that immigration will be supplying an increasing proportion of the needs of the Canadian labour market.

As no dramatic shifts in age-specific participation rates are expected over the next 25 year period, trends in the age group shares of the labour force will follow roughly those of the working-age population. The youth share will continue to decrease well into the next century. The prime age labour force share will continue to rise to 1996, and then begin a long period of decline. The 45 and over age group share will remain relatively stable until 1995 and then

enter a period of increase as the baby boom generation starts to enter this age group.

Employment Trends

In the sixties and seventies Canada enjoyed very robust employment growth, averaging nearly 3 percent per year. Employment fell sharply during the 1981-82 recession although it consequently rebounded strongly starting in 1984. Because of the recession, employment growth has been on average much weaker in the eighties than in the sixties and seventies. The slowdown in employment growth has also reflected the slower labour force growth as, in the long run, there is a close relationship between these two variables.

The future level of employment in the Canadian economy depends largely on the size of the labour force and hence projections are subject to the same uncertainty as labour force projections. The University of Toronto forecasts that total employment will rise from its current level of 12.4 million to a peak of 15.6 million in 2008 and then enter a period of absolute decline. This pattern is very similar to that of the labour force. The rate of growth of employment is expected to be considerably slower over the next twenty years, particularly after the year 2000.

In the eighties, and to a lesser extent in the seventies, employment growth has been concentrated in the service sector. Goods-sector employment in 1988, for example, was barely above the 1981 level. The main explanation of this trend is the slower productivity growth in the service sector relative to the goods sector, which means that for comparable increases in real output more employment is required in the lower productivity growth sector. As slower productivity growth is expected to continue to be the case in the service sector, this sector will account for the vast majority of net employment gains between 1988 and 2013. By 2013, the service sector is expected to represent around 80 percent of total employment, compared to 70 percent currently. The most rapid employment growth will be in community, business and personal services and in retail trade.

Occupational Trends

In the eighties two thirds of the net increase in employment has been in managerial and professional occupations, due in particular to robust demand for health professionals, financial managers, and in service management occupations. This trend is expected to continue well into the future for two reasons. First, industries where managerial and professional occupations are well represented are experiencing above average employment growth. Second, within all industries the occupational structure is shifting towards managerial and professional occupations.

According to Employment and Immigration Canada, one third of the net jobs that will be created over the 1986-2000 period will be in the managerial/administrative category and an additional 23 percent in social sciences, medicine/health, natural sciences and engineering, teaching, and arts/recreation. Service, sales, and clerical occupations are expected to account for 36 percent of the remaining net increase in employment, with all remaining occupations responsible for only 8 percent.

It should be noted however that due to withdrawals from the labour force because of death, retirement, returns to the household and returns to the educational system, replacement workers will be required in all occupations. Total job openings in the economy will thus be much more evenly distributed over the occupational structure than the net increase in employment. For example, although there will be no overall employment growth in many blue-collar occupations, there will still be replacement opportunities for entry-level workers in these occupations.

The education and skill requirements of the Canadian labour force are rapidly rising for two reasons. First, as already mentioned, is the shift in employment towards managerial and professional occupations, which require long years of education and training. Second, and perhaps more important, the advance in technology, as illustrated by the computer revolution, is demanding much higher skill levels from workers in almost all occupations. A massive upgrading of the skills of the labour force is consequently being required.

The Employment and Immigration Canada estimates that the share of new jobs created between 1986 and 2000 which will require 17 or more years of education and training will be 48.8 percent. In 1986 only 22.4 percent of jobs required this amount of education and training.

Summary of Key Future Labour Market Trends

From the point of view of the development of effective labour market policies and programs, the following future labour market trends are particularly relevant:

- the aging of the labour force, with the relative importance of the youth age group continuing to fall well into the next century, that of the prime age group growing up to 1995 and then falling off, and that of the older worker group rising rapidly after 1995;
- the growing importance of women in the labour force, with the number of women in the labour force almost equal to the number of men by the year 2013;
- the increased relative importance of immigration as a source of labour force growth;
- the continued concentration of future employment growth in the service sector;
- the preponderance of new net job creation in managerial and professional positions, although withdrawals from the labour force will create job openings in all occupations;
- rising educational and training requirements for all occupations because of use of more sophisticated technologies such as computers.

APPENDIX 2 - Statistical Tables

Table 1

Unemployment Rates in 1988 by Age Group by Region and Gender

	Total	15-24	25-44	45-54	55-64
Canada	7.8	12.0	7.2	5.7	6.2
Males	7.4	12.9	6.5	4.8	6.3
Females	8.3	11.0	8.0	6.9	6.0
Atlantic Provinces	12.4	19.6	11.1	8.1	7.8
Males	11.8	19.8	11.0	7.8	9.6
Females	13.1	18.7	12.4	9.8	NA
Newfoundland	16.4	25.3	14.9	11.3	NA
Prince Edward Island	13.0	NA	13.4	NA	NA
Nova Scotia	10.2	16.4	9.4	7.4	NA
New Brunswick	12.0	19.2	11.1	7.5	NA
Quebec	9.4	13.3	9.0	7.3	7.9
Males	8.9	14.4	8.3	5.8	7.8
Females	10.1	12.1	9.9	9.4	8.3
Ontario	5.0	8.2	4.5	3.3	3.9
Males	4.5	8.8	3.8	2.5	3.8
Females	5.6	7.7	5.3	4.4	4.0
Prairie Provinces	7.8	12.7	6.9	5.9	6.0
Males	7.7	14.1	6.6	5.8	5.6
Females	7.9	11.6	7.4	6.2	6.7
Manitoba	7.8	13.3	6.8	5.6	NA
Males	8.0	15.2	6.8	NA	NA
Females	7.5	11.1	6.9	NA	NA
Saskatchewan	7.5	13.4	6.6	5.4	NA
Males	7.4	14.8	6.3	NA	NA
Females	7.6	11.7	7.0	NA	NA
Alberta	8.0	12.5	7.0	6.2	7.6
Males	7.7	13.3	6.4	6.1	7.2
Females	8.3	11.5	7.7	6.3	NA
British Columbia	10.3	15.5	9.3	8.2	10.1
Males	9.8	16.3	8.3	7.3	10.8
Females	11.1	14.7	10.5	9.5	8.7

Source: *Labour Force Annual Averages*, 71-529, Statistics Canada.

Table 2

Unemployment Rates in 1988
By Family Status and Gender

FAMILY STATUS	All	Males	Females
Canada	7.8	7.4	8.3
Family Members	7.7	6.9	8.6
Heads of Family	5.7	4.9	10.2
Spouses	7.7	6.4	7.8
Single Children	11.9	13.4	9.9
Other Relatives	11.6	12.9	10.0
Unattached Individuals	8.3	10.1	6.0
15-54Years	8.5	10.1	6.2
55 Years and Over	7.1	10.0	5.0
MARITAL STATUS			
Canada	7.8	7.4	8.3
15-24 Years	12.0	12.9	11.0
25-44 Years	7.2	6.5	8.0
45 and Over	5.7	5.2	6.4
Single	10.7	12.1	8.7
15-24	11.8	13.1	10.1
25-44 Years	9.4	10.9	7.1
45 and Over	7.2	10.0	4.4
Married	6.3	5.1	8.0
15-24 Years	12.9	11.7	13.7
25-44 Years	6.2	4.9	7.8
45 and Over	5.2	4.6	6.4
Separated /Divorced	10.1	10.7	9.7
15-24 Years	NA	NA	NA
25-44 Years	11.0	11.5	10.6
45 and Over	8.4	9.2	7.7
Widowed	6.9	NA	7.3
15-24 Years	NA	NA	NA
25-44 Years	NA	NA	NA
45 and Over	6.7	NA	6.9

Source: Labour Force Annual Averages, 71-529, Statistics Canada.

Table 3
Unemployment Rates in 1988 by Level of Education Overall and by Gender, Age, and Region

	Overall	0-8 Years	9-13 Years	Some Post Secondary	Post Secondary Diploma	University
Canada	7.8	10.6	9.1	7.4	5.5	4.0
Males	7.4	10.1	8.7	6.9	5.1	3.4
Females	8.3	11.7	9.7	8.0	5.8	4.8
15-24	12.0	20.8	3.6	8.8	7.0	7.5
25-44	7.2	13.3	8.5	6.9	5.4	3.9
45 years and over	5.7	7.5	5.8	5.8	4.4	3.1
Atlantic Provinces	12.4	18.8	14.3	11.1	8.4	4.8
Newfoundland	16.4	23.1	20.0	NA	11.7	NA
Prince Edward Island	13.0	NA	14.7	NA	NA	NA
Nova Scotia	10.2	14.9	11.6	11.1	7.2	NA
New Brunswick	12.0	17.7	14.3	NA	NA	NA
Quebec	9.4	12.1	11.0	8.9	6.3	5.3
Ontario	5.0	6.0	5.9	5.2	3.6	2.9
Prairie Provinces	7.9	11.7	9.1	8.0	5.4	4.1
Manitoba	7.8	10.1	9.1	7.8	5.0	NA
Saskatchewan	7.5	10.5	8.6	NA	NA	NA
Alberta	8.0	12.8	9.5	7.3	5.8	4.2
British Columbia	10.3	13.9	12.3	9.3	8.1	4.8

Source: *Labour Force Annual Averages*, 71-529, Statistics Canada.

Table 4
Distribution of Unemployment Spells, 1988 by Age, Gender, and Province (%)

	4 weeks or less	5 to 13 weeks	14 to 26 wks	27 to 52 wks	53 and over	Average Duration
Canada	30.4	27.3	19.5	13.1	7.1	18.3
15-24 years	39.3	30.1	17.5	8.3	2.1	12.0
25-44 years	27.6	27.2	20.2	14.3	7.4	19.4
45 years and over	23.2	22.2	20.6	17.5	14.4	26.1
Males	29.5	27.1	19.6	13.0	8.8	19.6
15-24 years	38.6	29.9	17.9	8.7	2.7	12.3
25-44 years	26.7	27.5	20.0	13.3	9.8	20.9
45 years and over	20.6	21.5	20.6	18.7	16.8	29.1
Females	31.5	27.4	19.4	13.0	5.4	16.8
15-24 years	40.1	30.3	16.9	7.7	2.1	11.5
25-44 years	28.5	27.0	20.3	15.2	5.5	17.9
45 years and over	26.4	24.1	20.7	14.9	10.3	22.3
Newfoundland	23.7	23.7	23.7	18.4	NA	18.7
Prince Edward Island	NA	NA	NA	NA	NA	15.1
Nova Scotia	28.6	28.6	21.4	16.7	NA	17.3
New Brunswick	28.9	28.9	21.1	13.2	NA	17.7
Quebec	26.0	25.4	20.6	15.4	10.3	22.4
Ontario	37.9	29.3	16.8	9.4	3.5	13.4
Manitoba	28.6	28.6	21.4	11.9	NA	16.5
Saskatchewan	29.7	27.0	18.9	10.8	NA	19.0
Alberta	32.0	28.2	18.4	12.6	6.8	17.2
British Columbia	28.7	26.8	19.7	13.4	8.3	19.6

Source: *Labour Force Annual Averages*, 71-529, Statistics Canada.

Table 5

Distribution of 1988 Unemployment Insurance Claims, Unemployment, and Labour Force Participants by Province and Region (% of Canada Total)

	Regular Initial UI Claim	CJS Trainees	Average Annual Unemployed	Average Annual Labour Force
Canada	2 130 000	333 000	1 031 000	13 275 000
Atlantic Provinces	15.3	19.0	12.2	7.7
Newfoundland	5.1	5.8	3.7	1.7
Prince Edward Island	1.0	1.2	0.8	0.5
Nova Scotia	4.5	5.1	4.1	3.1
New Brunswick	4.7	7.0	3.7	2.4
Quebec	31.1	30.2	30.2	24.9
Ontario	25.8	19.0	24.8	38.6
Prairie Provinces	14.6	18.9	17.7	17.4
Manitoba	3.5	4.1	4.1	4.0
Saskatchewan	3.0	3.8	3.6	3.7
Alberta	8.2	11.0	10.0	9.7
British Columbia	12.9	12.8	15.2	11.4

Notes and Sources:

1. Regular Initial UI Claims are the claims for unemployment and exclude data for UI programs for sickness, maternity, and fishing benefits, as well as renewal claims which re-establish benefits begun under earlier claims.

2. Numbers of UI claims are year-to-date totals from Statistics Canada, 73-001, *Unemployment Insurance Statistics*, December 1988.

3. CJS Participant data are for the 1988-89 fiscal year and were provided by Employment and Immigration Canada.

4. Labour force and unemployment figures are annual averages from Statistics Canada, 71-529, *Labour Force Annual Averages*.

Table 6
Unemployment Rates in 1988
By Industry and Gender

	All	Males	Females
All Industries	7.8	7.4	8.3
Goods	8.7	8.3	9.7
Services	6.6	6.0	7.1
Agriculture	6.1	5.5	7.5
Other Primary	12.0	11.5	15.0
Fishing and trapping	14.6	14.3	NA
Logging and forestry	20.2	20.3	NA
Mining	7.6	7.1	NA
Manufacturing	7.4	6.2	10.2
Construction	13.0	13.6	8.4
Transport and Communications	5.8	5.6	6.4
Transportation	7.0	6.9	7.4
Communications	4.7	4.0	6.7
Other utilities	3.0	3.8	NA
Trade	6.9	6.2	7.7
Wholesale	5.8	5.3	6.7
Retail	7.3	6.8	7.9
Financial Services	3.5	2.7	4.1
Finance and insurance	2.8	2.5	3.6
Real estate	5.0	3.7	5.6
Services	7.1	6.6	7.3
Business	6.2	5.1	6.5
Educational	4.1	3.0	4.9
Health and social	4.5	2.9	4.8
Accomodation	11.7	9.9	12.8
Other	9.6	10.5	9.1
Public Administration	6.3	5.8	7.0

Source: *Labour Force Annual Averages*, 71-529, Statistics Canada.

Note: Unemployment rates for industry sub-categories are unofficial estimates based on labour force and employment figures.

Table 7

Unemployment Rate in 1988 by Occupation and Gender

	All	Males	Females
All Occupations	7.8	7.4	8.3
Managerial and Professional	4.1	3.6	4.7
Managerial and administrative	3.8	3.2	4.8
Professional	4.4	4.0	4.7
Clerical	7.0	6.5	7.1
Sales	6.4	5.0	7.9
Service	9.8	8.8	10.5
Primary Occupations	10.2	10.4	9.7
Farming	7.5	7.4	7.8
Fishing and trapping	13.6	12.5	NA
Forestry and logging	26.4	25.0	NA
Mining	11.6	30.2	NA
Processing, Machining and Fabricating	7.5	6.5	11.5
Processing	8.6	6.4	14.6
Machining	7.6	7.4	5.6
Fabricating	7.1	6.2	10.2
Construction Trades	12.9	12.9	NA
Transport Equipment Operating	8.1	7.9	10.2
Material Handling and Other Crafts	9.1	8.7	10.4
Material handling	11.1	10.9	13.2
Other crafts	4.6	4.3	5.4

Source: *Labour Force Annual Averages*, 71-529, Statistics Canada.

Note: Unemployment rates for occupation sub-categories are unofficial estimates based on labour force and employment figures.

REPORT OF THE TASK FORCE

FOREWORD

Some months ago we were invited to serve as members of the Task Force on Training Programs for Unemployment Insurance Recipients. This Task Force was one of seven set up by the Canadian Labour Market and Productivity Centre as part of the Department of Employment and Immigration's consultation exercise on the Labour Force Development Strategy

The mandate of the Task Force was to discuss ways of improving the effectiveness of labour market programs for Unemployment Insurance recipients.

In carrying out this mandate we discussed a wide selection of issues, ranging from broad principles for approaches to the problems facing UI recipients to details on the operation of specific programs for unemployed people, both here and in other countries. Our recommendations, similarly, range from broad suggestions on the direction of labour market policy to specific suggestions on how existing programs can be improved.

The essence of the report can be summarized as follows. There is a need to devote more resources to labour market programs for the unemployed, and to target these resources toward those groups which are most at risk of falling into long-term unemployment: those with low educational attainment; single heads of household, especially female; older workers; and those laid off from long-term jobs in small towns and isolated communities. We believe, as well, that it is important to provide help to the unemployed at a much earlier point than is now the case, and have made a number of recommendations which will improve existing programs in this regard.

As members of the Task Force we can not claim to have spoken the final word on how labour market programs in Canada should be organized, or on how they can be made more responsive to the needs of the unemployed. The debate on these issues will continue. However, we believe that our recommendations will go some way in improving the system, in reducing the adjustment problem faced by unemployed people, and in reducing the social and economic problems posed by high levels of long-term unemployment.

David Adams

André Chartrand

Gérard Docquier

Jean Dubé

Cliff Evans

Alphonse Finn

Douglas Fowlow

Kam Gajdosik

Bill Mann

Jack Pearpoint

Hubert Saint Onge

INTRODUCTION TO THE RECOMMENDATIONS

In the discussions of the Task Force, a number of themes have emerged. As the background paper has noted, long-term unemployment is a serious problem. Even as overall rates of unemployment drop, the significance of long-term unemployment grows. It has become clear, as well, that some are more at risk than others of experiencing long-term unemployment. The groups which we have identified as most at risk are those with low educational attainment, older workers, single heads of household, especially female, and those laid off from long-term jobs in small towns and isolated communities. At one time or another, virtually everyone in the labour force will fall into one or more of these categories. We have concluded that programs must be targeted at these high-risk groups, and must be delivered early enough so that prevention, not simply treatment, is possible. Our recommendations, even when they do not refer specifically to these high-risk groups, should be taken in this context.

As well, in common with the other Task Forces, we have identified a number of broad issues connected with the reform of labour market programs. Among these are the need to provide adequate income support for those on training; the importance of basic skills training; the balkanization of labour market programs in Canada; ensuring that labour market programs are delivered through agencies which are sensitive to local needs and capabilities; counselling and support services as a labour market tool; and the need for more, and more accessible, labour market information.

Finally, it is worth making some preliminary points which do not fit easily in any of our specific recommendations.

As noted in the background paper, the issue of training for the unemployed cannot be separated from the issue of adequate training for those still employed. A society which took lifelong learning, either in the workplace or in more formal settings, more seriously would have fewer problems with labour market mismatches and with long-term unemployment than does our society. While our recommendations are focussed on training programs for the unemployed, underlying these specific remarks is a strong consensus that our society must become one that takes lifelong learning, at all levels of endeavour, more seriously, and must create the institutions and attitudes which will support this new approach.

It is important to state, as well, that training programs are not a substitute for job creation. A society which is creating new employment opportunities at a vigorous rate will clearly need to take training seriously, but training programs will be of only limited use in the absence of such job creation.

Finally, training must be seen in a broad context. Training programs should focus not only on getting people off the unemployment rolls and back to work, but on giving them the tools to cope with change in the future. Training, as well, is essential if disadvantaged groups such as women, visible minorities, native people and the handicapped are to participate in more equal terms in the labour market and in society. For this reason, the training programs which we develop must go beyond the needs of a particular application of skills and the needs of a particular job and develop the basis for further learning. Training is more than simply an "investment" in "human capital". It is an essential part of a democratic society.

Training also takes place in a social context in which some groups face disadvantages due to a number of barriers, among which is prejudice. Training programs must be seen as part of a series

of measures, including real equity in employment, which are designed to ensure adequate participation of disadvantaged groups in labour markets and in society as a whole.

One particular barrier which many face is the lack of adequate child care spaces. While not the responsibility of the UI fund, the lack of child care services is a significant barrier for those with children, and this burden falls primarily on women. We urge governments to expand the resources available for child care services.

Recognizing the Need for Adequate Earnings Replacement

Adequate earnings replacement during training is especially important for the target groups which are at highest risk of becoming long-term unemployed - those with low educational attainment; single heads of household, especially female; older workers; and those laid off in small towns or isolated communities. In the case of these groups, training programs often cannot be undertaken unless it is accompanied by levels of earnings replacement sufficient to support trainees and their dependents. This support may include childcare, transport and other forms of assistance as well. At present, the level of training allowances provided under CJS for child care and other expenses may be a disincentive for many categories of workers to enter training, and must be reviewed.

Recommendation 1

Earnings replacement is central to the success of labour market programs. Therefore the Task Force wishes to emphasize a basic principle: The UI fund is the major source of earnings replacement for the unemployed, whether they are in training for future work or actively looking for work. UI funds must be devoted solely to income maintenance. Training costs should be paid out of other federal and provincial funds. Since training is important to the adjustment process, eligible training activities open to those on UI should be widened, but the cost of providing this training should not compromise the integrity of the UI fund as a source of earnings replacement.

In this regard, the Task Force wishes to note that one suggested policy which we do not support is the use of UI funds as start up capital for new businesses. Policies to encourage some of the unemployed to go into business, if their skills are appropriate and the opportunities are available, have a place in economic policy. However, the UI fund is not the appropriate source of funds for this kind of initiative.

In the case of older workers, one of the target groups identified as being most at risk of long-term unemployment, reintegration into the labour force is often not the only option. Policies that allow older workers to withdraw from the labour force are an important part of an overall labour market approach. This is especially the case when there is a lack of realistic job opportunities in some areas of the country and the prospects for re-employment through job training or relocation are slim.

Two changes to UI regulations in recent years have affected the level of income support available to older workers. The first change involves the treatment of severance payments, which were formerly treated as a lump sum payment for the purpose of determining UI benefits, and are now considered income from employment. The result of this change is that some workers have lost eligibility for UI benefits during the period their severance payments provided income support equivalent to their wages. (Normal eligibility for UI benefits is restored when this period is over). The second change involves the treatment of income from employer and CPP/QPP pensions. Pension income is treated as employment income and deducted dollar for dollar from UI benefits above the earnings allowance deduction level (25 percent of the UI benefit level). The result is to discourage many older workers from taking early retirement. Since both of these changes have had a negative impact on the current system of income maintenance for displaced older workers, it is the view of the Task Force that these changes should be reversed.

Recommendation 2

The Task Force recommends that the Federal Government improve income maintenance for displaced older workers by changing the current UI regulations governing severance pay and pension income so that the regulations which applied prior to 1984 are restored.

Overcoming the Balkanization of Labour Market Programs in Canada

Virtually every major study of labour market policy in Canada in recent years has identified the number and variety of different labour market programs at all levels of government as a major issue. The result of this has been confusion, delays in bringing in new programs, and contradictory programs at different levels.

As the CLMPC Task Force on Adjustment noted in early 1989,

"Fragmented jurisdictions and competing objectives between the provinces and between levels of government pose serious impediments to our ability to adapt to changing international conditions. It is essential that governments find new ways of co-ordinating their actions to work towards the common goal of improving the adaptability of the Canadian economy."

In this endeavour, the federal government has an important role to play in ensuring that all Canadians have access to high quality programs, and that the national interest in improving the flexibility and adaptability of the Canadian economy as a whole is not overlooked. However, new programs must respect provincial jurisdiction in the field of education, and the large body of expertise which has been built up at the Provincial and Territorial level in designing and administering training.

The Task Force endorses the recommendation of the CLMPC Task Force on Adjustment on this subject.

Recommendation 3

A permanent federal-provincial Council of Ministers responsible for labour market issues, with representation from the Territories, should be established to help develop better co-ordinated policies. This Council should involve all departments with responsibility for labour market programs and should be supported by a federal-provincial secretariat.

Upgrading the Level of Basic Skills

While there are jurisdictional issues involved in the area of basic skills training, it is important that different levels of government co-operate to ensure that programs result in higher levels of basic literacy and numeracy among the population of job entrants. This is a critical issue since literacy remains the single most important barrier to skills upgrading.

Among the issues dealt with by the Council of Ministers responsible for labour market issues, basic skills training should have a high priority.

A stronger effort to combat illiteracy in the public school system will raise basic skill levels among new entrants to the labour market. The most important initiative in this respect would be to develop measures aimed at lowering the high school dropout rate, which is unacceptably high, and which results in young people going into the labour market with less than adequate basic skills. In addition, however, further initiatives are needed for those already in the labour market and whose literacy problems bar them from further training. This issue is particularly acute for older workers with low literacy skills which prevent them from taking advantage of upgrading and retraining programs.

Combatting illiteracy will require more funding for new programs, including workplace based programs, and a wider dissemination of information about available programs. However, with respect to the unemployed and the UI account, (and especially the target groups identified as most at risk of

prolonged unemployment) this is essentially an earnings replacement problem.

Recommendation 4

Everyone with less than adequate literacy skills should have access to basic skills training. An important initiative in this regard would be to ensure that UI recipients taking basic education and literacy programs are deemed to be taking supportable training for UI purposes, and are therefore eligible for continued earnings replacement.

Reforming the Delivery of Labour Market Programs

The most critical need for labour market policy in Canada is to build institutions which have a high degree of flexibility in responding to local labour markets and to individual needs. At the same time these institutions need to maintain a perspective that ensures that all Canadians have access to high quality labour market programs, and that the public interest in a strong, flexible and adaptable national economy is recognized.

There are numerous examples of labour market institutions in other countries with high degrees of flexibility and sensitivity in applying national guidelines to local needs. However, a stronger case for reform can be made by looking at the examples in Canada - few, admittedly - of local initiatives where community input, business and labour guidance, training and educational institutions, and the perspective and resources of local CEC's have been combined in a manner that maximizes their effectiveness in serving the unemployed.

These examples demonstrate that what is required to ensure that the system serves real needs is not drastic change, but evolutionary changes which use existing resources, structures and personnel more effectively.

What is needed, in our view, is a new mechanism which incorporates the flexibility of decision-making rooted at the local level. Because of our federal form of government, and the shared responsibility for many aspects of labour market policy, there are likely to be continuing tensions between the formulation of guidelines at the national level and the delivery of programs at the local level. It will be important to develop mechanisms which address these tensions and allow better coordination of labour market programs across jurisdictions.

The foundation of a reformed labour market system, in our view, would be a series of *Local Labour Market Boards* which would have discretion over the application of labour market policy in the community. This discretion would include responsibility for the supervision of the activities of local CEC offices, which would report, through the Director, to the local Labour Market Board.

Such bodies would be composed of business and labour representatives, chosen for their knowledge of labour market issues, and community and other representatives, as appropriate.

It will be critical, as well, that community groups and representatives of the educational community have sufficient representation, and regular access to the local Boards, to ensure that the local labour market boards, though driven by the labour market partners, are familiar with the educational and training resources within their community. Given good will on all sides, a wide variety of institutional arrangements at the local level is possible, reflecting both the variety of labour markets and communities.

At the local level, moreover, the expertise of labour and business, together with other input, such as from women's groups, representatives of aboriginal peoples, and those with special needs such as injured workers and those with disabilities, will allow those responsible for program delivery to choose the most appropriate mix of institutional and workplace training. By its nature, this mix of needs and capabilities varies from region to region, and from community to community; national funding, and the setting of broad national objectives, must guide but not interfere with the ability of communities to control their own institutions and the manner in which they deliver services.

In following this route of devolving decision-making authority to the local level, Canada will be building on the experience of several other countries. As a recent OECD report noted, "Devolved decisions a priori take a shorter time to be implemented than in a system where implementation has to go through each layer of the hierarchy". The result is likely to be a more efficient delivery system, and increased accessibility to clients.

Efficient program management, and respect for provincial jurisdictions, will also require a series of *Provincial/Territorial Labour Market Boards*, jointly controlled by business and labour but including representatives of federal and provincial governments and the Territories. The role of these Boards will be to advise governments on labour market policies and programs and their effective co-ordination. These Boards, as well, would reflect the reality that, in practice, the delivery of training and education is a provincial responsibility. They will also have a role in advising the National Labour Market Board on the allocation of funds.

At the national level, the setting of overall labour market objectives would similarly be the responsibility of the labour market partners, represented on a *National Labour Market Board*, jointly controlled by business and labour, but with representatives of other groups as well. Since the primary responsibility of the federal level of government is the setting of national objectives and the provision of funding in accordance with those objectives, this National Labour Market Board would be charged with determining the direction of expenditure for the up to 15% of UI program spending that is potentially available for developmental uses, to set guidelines for the overall training policy into which the spending of these funds would fit, and to supervise the allocation of funds.

The mandate of this national body should clearly reflect its responsibility to set broad national objectives for labour market policy, and its role in providing funding, in such a way as to meet national objectives, to the provinces, territories and communities where the decisions on program delivery will be made. Decision making must rest at the local level, not at the national level, and national institutions and guidelines must be supportive, not directive.

Such a national body must, ultimately, be accountable to the elected representatives of the people. Accordingly, the National Labour Market Board, as a federal government agency, would report to Parliament - through the Minister of Employment and Immigration - on national labour market programs and the federal institutions devoted to administering these programs, on the allocation of labour market funds under national guidelines, and on the evolution of labour market policy and programs in Canada.

For many, especially labour and community representatives, the cost of lost wages and other costs may be a significant barrier to full participation on these Boards. Accordingly, it will be necessary to consider devoting resources to some form of wage replacement and cost reimbursement in cases where this is necessary to ensure adequate representation on these Boards. It will be necessary, as well, to devote resources to training and orientation, on a continuing basis, so that Board members are familiar with labour market and legislative changes which are likely to affect the outcome of labour market programs in their community.

Recommendation 5

The Task Force recommends that the federal government commit itself to the principle of business and labour guidance and supervision over the setting of basic labour market goals in Canada, and the delivery of labour market programs. We recommend, further, that this principle be embodied in a new structure of Local, Provincial/Territorial and National Labour Market Boards, controlled by business and labour but with community representation, including representatives of the educational community, to exercise discretion over labour market policy and programs at all levels in Canada.

Recommendation 6

The Task Force recommends that the federal government commit itself to reforming the decision-making process for the delivery of labour market programs so that effective authority for program design and delivery rests at the local level, not at the national level. This concept is compatible with a wide variety of institutional settings and timetables for implementation, but a commitment to the concept itself underlies any attempt at real labour market reforms.

Counselling as a Labour Market Tool, and the Elimination of Inflexible Selection Criteria

Specialized counselling services - services delivered by counsellors who are client-centered and focussed on the needs of the unemployed person, including those with special needs such as injured workers and those with disabilities, rather than on administration or claims processing - are an important resource for helping unemployed people return to work. Providing more, and more specialized, counselling services is critically important for the reform of labour market programs in Canada.

Unfortunately, most unemployed persons are matched with training programs not through counselling that determines their needs and capabilities, but through the administration of preset criteria that have the effect of disqualifying large numbers of people who could potentially benefit from training programs.

As a result of the application of these inflexible criteria, counselling services have been underdeveloped, both in terms of quality and quantity. Moreover, these criteria themselves have had a number of negative results:

- because they are determined nationally, with only limited discretion allowed at the local level (e.g. the limited discretion with respect to the "six month rule", discussed below), they have tended to hamper the flexibility of program delivery at the local level;
- they have tended to disqualify many who would clearly benefit from training, such as those needing some types of basic skills training in order to go on to further training;
- the application of the eligibility criteria have meant that, in many cases, clients who gain access to training programs do so when their skills and their self-confidence have already deteriorated to the point where they are less likely to benefit from training than if they had become eligible earlier.

Adequate counselling services, together with an assessment of the needs of the client, are an essential element of labour market policy. Unfortunately, these services are not now provided to many clients, and the counselling services that are available are not necessarily geared to the special needs of the target groups who have been identified as most prone to long-term unemployment.

In general, the linkages between employment counselling services and the UI claims processing that forms a large part of the activities of most CEC offices are weak or practically non-existent. UI recipients who are interviewed by insurance claims agents are not generally referred to CEC employment counsellors unless they specifically request that this be done. Moreover, those who have been on UI for an extended period of time, and who might be expected to suffer skill deterioration as a result, are generally interviewed by CEC insurance agents only to determine if they are continuing to look for work, and not to determine if they would benefit from training. Especially in large urban centres, it is possible, and indeed likely, that many unemployed individuals will fall through the cracks.

Counselling at the time of notice of job loss, or as soon after job loss as possible, has proven, in other OECD countries, to be one of the most cost effective labour market expenditures. Early counselling is the best way to identify in advance those most likely

to benefit from training and those most at risk of experiencing long-term unemployment. Early counselling allows these individuals to be enrolled in retraining programs before deterioration of skills and morale sets in as a result of prolonged unemployment.

Early counselling also makes it possible in some circumstances to train people while they are still working, in the period between notice and actual layoff. This can involve some form of institutional training, possibly during work time, or training in the workplace. It may include basic literacy courses such as English and French as a second language, given in workplace settings. Workplace training programs may be especially important to older workers who have not been involved with institutional training for a long period of time and who may need specially designed programs delivered under circumstances that are less formal, and less intimidating, than those delivered in educational institutions.

In the view of the task force members, the provision of counselling services at the time of notice of lay-off is an employer's obligation. Unfortunately, many circumstances occur when these services are not provided. In these cases the federal government must step in and ensure that the costs of adjustment are not borne by working people. The Industrial Adjustment Service (IAS) of the federal government has done excellent work in the past in helping workers and communities hit by lay-offs. It is a labour market program which has continued to work well over a long period of time, and its services should be extended.

The members of the Task Force feel it is important to point out, as well, that improved counselling and on-the-job training programs devoted to those who are at risk of losing their job go hand in hand with adequate notice provisions in the case of lay-offs. Successful adjustment takes time and those laid off should have as much time as possible to prepare for change. Unfortunately, in some jurisdictions and under some circumstances, the lay-off notices under current legislation are not sufficient to provide a full range of counselling and retraining programs. While this Task Force has not been directly concerned with examining lay-off and plant closing legislation, we must state our view that a close examination of this area is necessary if labour market adjustment measures are to work to their maximum effectiveness.

Recommendation 7

The Task Force recommends that lay-off and plant closure legislation, particularly the fairness and adequacy of advance notice provisions, be reviewed in each jurisdiction, with the goal of ensuring that these laws function effectively as an adjustment mechanism.

Recommendation 8

High quality counselling services should be available at the earliest possible period after notice of job loss or as soon as possible after the actual loss of employment. The cost of providing this service should normally be borne by a business as part of the process of economic adjustment. It is recognized, however, that some businesses are not in a position to bear these costs, and in these cases governments must step in and ensure that workers receive counselling services. These services may come from local CEC offices, from specialized counselling teams trained to deal with lay-offs and plant closures, or from resources available in the community. Accordingly, the resources devoted to counselling at CEC offices, and to the IAS service, must be increased. This counselling must be made more sensitive to the target groups with special needs - those with low educational attainment; older workers; single heads of household, especially female; and those laid off from long-term jobs in isolated communities and small towns. One method of improving counselling services would be to implement an automatic referral of UI recipients to CEC employment counsellors, or to outside community based counselling facilities, immediately after they have seen an insurance claims agent.

With respect to eligibility criteria, which have acted as a substitute for counselling as a streaming tool, it is the view of the Task Force that these must

be eliminated as soon as possible. The most important of these, in our view, is the "six month rule".

Recommendation 9

The rule under Job Development - the major CJS program devoted to training the unemployed - that clients be unemployed for 24 out of the past 30 weeks (the "six month rule") should be abolished. Long-term unemployment is a critical and growing problem. Programs available to those who are already long-term unemployed must be strengthened. But it will be important as well to direct increased resources to the earlier stages of this process, in order to identify those in the high-risk categories before their skills and self confidence deteriorate.

We have already identified those groups of people who are most likely to be in this high-risk category for long-term unemployment. We are not suggesting that membership in these groups replace the six month rule as an eligibility criterion, but that sophisticated counselling and needs assessment at the front end of the process help these people at a point when they can most benefit from help. Target groups should be given priority in access to specialized counselling, before they become vulnerable to long-term unemployment. This counselling, it goes without saying, must be kept at arms length from the claims processing and policing function of the CEC's. One way to do this may be to devote resources to developing and supporting community-based counselling services, separate from the CEC's, so that it is clear to those who need help at a difficult time in their lives that the counselling and enforcement functions are separate.

Current federal labour market policy sets limits on the program lengths which can be supported by federal earnings replacement. In many cases these program lengths are not appropriate and result in people being cut off from vital earnings replacement before they have taken sufficient training to ensure they will not subsequently become unemployed. The determination of appropriate program length should be part of the counselling process in accordance with local guidelines that reflect area labour market conditions and program availablility. Local CEC officials, guided by policy set down by the appropriate labour market boards, need to be given the discretion to make appropriate decisions about programs, including decisions about program length.

In addition to the issue of program length, it is important that the question of what kinds of programs are deemed supportable for purposes of earnings replacement be reviewed. Programs which provide basic language, literacy and numeracy skills, and basic skiils programs which are prerequisites to more advanced skills training, should all be deemed supportable for purposes of income replacement. As well, it may be appropriate for some unemployed to take business management training, accounting, marketing and other related courses as a prelude to self-employment. The focus should be on the issue of whether programs contribute to employability, and not on rigid selection criteria.

In addition it is important to stress that the design of training courses must take into account the needs of special groups such as injured workers and those with disabilities.

Finally, while flexibility to meet local needs will be encouraged, there will need to be overall parameters to ensure that local labour market programming is cost effective and that local Labour Market Boards are accountable for the use of funds.

Recommendation 10

The appropriate length and nature of training programs, while subject to overall national guidelines and accountability for the use of funds, must be tailored to local needs and to the needs of individual clients. This will require the elimination of rigid program selection criteria and a significant devolution of decision making authority from national levels to local CEC officials familiar with the needs of the community. It will mean, as well, the supervision of local delivery by the labour market partners.

Providing More Labour Market and Program Information

There is a basic need for more accessible information on labour markets, training, government programs, and available job vacancies. The most effective way of increasing the efficiency of labour market programs is to ensure that nobody is prevented from acquiring a job because they were unaware of its existence, and that nobody is prevented from getting access to training programs because they were unaware of the existence of the programs or of the support services available.

There is no single source of information concerning what programs and support services are available for anyone attempting to gain entry to the training system. To a certain extent this is not surprising, given the large variety of programs available at various levels of government; however, the lack of comprehensive and easy to use information hampers the efficiency of labour market programming, and prevents those with real needs from gaining access to appropriate programs. Given current technological capabilities, it may be worthwhile to explore various forms of easy to use on-line information systems, accessible from CEC offices, community based counselling offices, and educational institutions.

The efficiency of labour market programs is also hampered by the absence of comprehensive job vacancy listings. In such a circumstance, local agencies, and people attempting to use them, are hampered by lack of knowledge of what is available in the community for those who are seeking work.

Recommendation 11

The federal government should ensure that all CEC offices, all community-based job counselling centres, and all educational institutions have access to a comprehensive and easy-to-use listing of federal and provincial training programs available in their community, and that this information is updated regularly. Such a listing should include information on access to support services such as daycare. If the recommendation on setting up a Federal-Provincial Council of Ministers concerned with labour market matters is accepted, one result would be the creation of a mechanism for assembling this information. The federal government, however, should be responsible for making it readily usable by counsellors and clients.

Recommendation 12

CEC offices should be encouraged to improve the comprehensiveness of their job vacancy listings, and to take advantage of linkages with schools, workplaces, and community agencies both to disseminate and gather information, so that clients and agencies have comprehensive job vacancy information at their disposal.

The Need to Review Labour Market Programs

Labour market programs must always compete with alternative uses for public funding. Moreover, as society changes, our programs must evolve as well, to meet new needs. Accordingly, it is critical that governments build in the capacity and resources to evaluate whether programs achieve their objectives and meet the needs of the clients. The capacity to answer the questions, "Is it working?", and "Is it providing the best possible service to Canadians?", should be built into all new labour market programs.

Recommendation 13

The federal government should explore with the provinces and Territories a common system of data collection and system evaluation, so that the effectiveness of labour market programs, and the spending of public funds, can be monitored on a continuing basis. Among the issues which should be evaluated regularly are the efficiency of Unemployment Insurance, the Canadian Jobs

Strategy, the Industrial Adjustment Service, and provincial labour market programs, and the linkages between them, and the success of labour market programs in improving the labour market position of disadvantaged groups.

Concluding Remarks

As we have noted in our report, the inadequacy of training programs for the unemployed ranks as one of our most important labour market problems. Large numbers of unemployed people, including many with special needs, are poorly served by existing labour market programs. It is time, in our view, to begin the process of reforming both how labour market policy is formulated and how labour market programs are delivered. The goal, of course, is to ensure that people's needs are served, and that they continue to be served as labour markets evolve. Our recommendations, especially those concerning business and labour guidance over the setting of labour market goals and the delivery of labour market programs, constitute a foundation for the evolution of policy formulation and program delivery. It is time to begin this evolutionary process.

TASK FORCE MEMBERS

David Adams is the Assistant National Director of the Education Department of the Canadian Union of Public Employees , a position he has held since 1987. Mr. Adams has been an employee of CUPE since 1974 and has held the position of National Representative in Alberta, Ontario and British Columbia. From 1984 -87, he was Education Representative for CUPE in British Columbia. Prior to that, Mr. Adams was President of a CUPE local union working with the City of Edmonton.

André Chartrand is Vice-president International of the International Association of Heat & Frost Insulators & Asbestos Workers. In 1978, he was elected as Business Manager of local 58 in Montreal. In 1980, Mr. Chartrand was elected as President of the Building Trades Council in Quebec and in 1982, he was elected to his present position. Mr. Chartrand is Vice-president of the Building and Construction Trades Department of the AFL/CIO and Vice-president of the Canadian Federation of Labour. He is also on the Board of Directors of the Canadian Labour Market and Productivity Centre.

Gérard Docquier is National Director for Canada of the United Steel Workers of America which represents some 160,000 members. He is a Vice-president of the Canadian Labour Congress and represents it and the Steelworkers at the ILO. Mr. Docquier is also a Member of the Board of Directors of the Canadian Labour Market and Productivity Centre. He is a Member of the Legal Aid Board in Quebec and the Workers Compensation Board in Ontario.

Jean Dubé is Vice-president, Human Resources and Industrial Relations at Rolland Inc., a position he has held since 1977. For the past two years, Mr. Dubé has been a Member of the Executive of the Human Resources Section of the Canadian Pulp and Paper Association. Mr. Dubé is also Chairman of the Association de la santé et securité des pâtes et papiers du Quebec.

Clifford Evans is International Vice-president of the United Food and Commercial Workers' Union (UFCW). In 1970, he was elected Canadian Director of the Retail Clerks International Union. In 1979, the Retail Clerks merged with the Amalgamated Meat Cutters and Butcher Workmen to create the UFCW. At the founding convention, Mr. Evans was elected Canadian Director and International Vice-president. He is a General Vice-President of the Canadian Labour Congress and a Member of the Board of the Canadian Labour Market and Productivity Centre. He is also on the International Trade Advisory Committee, appointed by the Minister for International Trade.

Alphonse Finn is Plant Manager of Pecheries F.N. Fisheries in New Brunswick. Mr. Finn has worked in the fish processing industry for many years. In 1966 he joined Pecheries F.N. Fisheries as Production Manager and became Manager of the Plant in 1971. In 1987, he and a group of local fisherman purchased the plant.

Douglas Fowlow is President of Western Community College in Newfoundland, a position he has held since 1987. Previously he held the position of Founding President of Bay St. George Community College from 1977 -87. From 1975 - 77, he was Regional Director of Adult and Continuing Education in Bay St. George. From 1973-75, he was Assistant Director, Courses and Conferences, Memorial University. He is a Member of the Canadian Association of Adult Education and the Canadian Vocational Association.

Kam Gajdosik is Director of the Construction Labour Relations Association of Manitoba. He was appointed to the position in 1987; previously he had been, from 1982-87, Senior Labour Relations officer with the Association. From 1959-81, Mr. Gajdosik was Senior Business Representative and Secretary-Treasurer of the Labourers International Union of North America, Local 101 in Winnepeg. He was a Member, from 1970-76, of the Manitoba Labour/Management Review Committee; President of the Manitoba-Winnipeg Building and Construction Trades Council from 1972-75; and Founding Member of "Work 80s", a federally funded program designed to assist unemployed construction tradesmen who have exhausted their U.I. benefits.

William Mann is Senior Vice-president Human Resources with Southam Inc. He joined Southam in 1986 as Vice-president, Human Resources and in 1988 was appointed Senior VP. Prior to joining Southam Inc., Mr. Mann was Vice-president, Human Resources at Imperial Oil Ltd. from 1982-86 and Vice-president, Finance and Administration at Esso Resources Canada Ltd from 1980-82. Mr. Mann is Chairperson, Employer/Employee Relations Committee of the Canadian Chamber of Commerce, Chairman of the Corporate Volunteer Council of Metro Toronto, and Member of the Board of Directors of the Canadian Labour Market and Productivity Centre.

Jack Pearpoint is President of Frontier College, in Toronto, a position he has held since 1976. During his fourteen years as President of Frontier College, Mr. Pearpoint has overseen the development of a number of new initiatives : the Student- Centered Individualized Learning - the first all-Canadian literacy training program; "Beat the Street", a literacy program for street people; and "Learning in the Workplace", a program targeted to assist the private sector to build literacy/learning skills into workplaces. From 1973 -76, he was with CUSO in Ottawa, heading up the Projects Division.

Hubert Saint Onge is Human Resources Manager for Shell Canada. He has been with Shell Canada since 1981 and has held a number of positions including Manager of Training, Human Resources Manager for the Corporate and Research Branch, Human Resources Co-ordinator, Business Services, and Management Development Advisor. Previously, Mr. Saint-Onge was with the Ontario Ministry of Colleges and Universities as the Manager of the Training and Co-ordination Office. He is a Member of the Employee-Employer Relations Committee of the Canadian Chamber of Commerce.

PART III
Social Assistance Recipients

REPORT OF THE TASK FORCE

FOREWORD

This past summer we were invited to become members of the Task Force on Programs for Social Assistance Recipients. This task force was one of seven task forces set up by the Canadian Labour Market and Productivity Centre as part of the Department of Employment and Immigration's consultation exercise on the Labour Force Development Strategy announced last April.

The mandate of the task force was to examine the barriers that social assistance recipients face in making the transition from welfare to employment, and to make recommendations on how training programs for social assistance recipients can be improved to ease this transition.

In undertaking this mandate, however, the Task Force has also discussed some of the larger issues related to the training and employment of social assistance recipients. The Task Force acknowledges the need for specific, short-term recommendations in the areas contained within its mandate. However, it was also felt that short-term recommendations could not be discussed without placing them in the context of the longer term debate currently going on in areas such as daycare, housing and literacy. For that reason, the Task Force has included (in appendix 5) a discussion of some of the areas where it believes current social policy impacts on training for SARs.

The task force report makes a total of 28 recommendations which the members believe would substantially improve the employment prospects of social assistance recipients.

Our report is divided into two major sections. In the first, an examination is made of the barriers faced by social assistance recipients: barriers arising from the lack of integrated training support mechanisms; barriers arising from poor system and program design; personal barriers; and financial disincentives.

In the second major section of our report, which contains the bulk of the recommendations, an alternative community-based approach to training programs for social assistance recipients is outlined. This alternative approach - both in its design and implementation features - would build around the principle that the delivery system must meet the individual needs of those on social assistance. It must therefore be accessible, flexible, and ultimately focused on providing marketable and transferable skills to individuals.

We do not pretend to have made a set of recommendations that will solve all of the problems facing social assistance recipients with respect to training and employment. This was beyond our personal capabilities, even if we had substantially more time to carry out our task than indeed was available.

Equally, we do not pretend to have addressed the special needs and circumstances faced by some groups of social assistance recipients, in particular recipients who are Native Canadians. In the Task

Force's view, the question of programming for Native recipients is inextricably linked to the issue of Native self-government and therefore is beyond the mandate of this Task Force. Having said that, however, the Task Force does believe that its report is integrative and provides a useful framework for program design that is capable of being adapted to the myriad of situations and experiences faced by various groups of recipients.

We are confident that our recommendations would substantially improve the position of social assistance recipients and we look forward to discussion of these recommendations with a broader community.

Daryl Bean

Marcy Cohen

Ken Murdoch

Linda Torney

Peter Vivian

Peter Woolford

USE OF THE UI ACCOUNT

In the Labour Force Development Strategy document, $50 million is earmarked for increased employment programming for SARs. While the Task Force strongly supports the need for greater funding of SAR employment programs, the Task Force feels compelled to express its clear disagreement with using the UI Account to finance additional programming. The UI Account, which is fully funded by premiums paid by employers and employees, is meant to provide "insurance" income to workers. While social assistance recipients also require income to support them while they are seeking to establish themselves in the labour market, the Task Force feels this income should logically be provided under the Canada Assistance Plan and other funding mechanisms already set up to provide income and training opportunities to SARs.

Despite our objections to using the UI Fund as a source of funding, the Task Force agreed to meet and discuss the question of allocating additional funds for SAR training, primarily because it believes the question of training is too important not to be addressed here. Canada's social assistance recipients are clearly in need of greater training opportunities if they are to make the transition from dependence to employment in the mainstream work force. In the Task Force's opinion, training is the only real opportunity disadvantaged workers have to adjust and succeed in an economy dominated by technological and competitive pressures. For that reason, the Task Force felt it must do its part in contributing to the debate over reform of Canada's training system.

Recommendation 1

While the Task Force is in agreement that social assistance recipients need training and other financial supports, it is opposed to the use of U.I. funds for any purposes other than income maintenance for the unemployed.

REVIEW OF CJS/SAR PROGRAM BARRIERS

In order to design better programs, it is important to understand the barriers which currently impede the success of social assistance recipients. Task Force research indicates that most barriers to training for SARs arise from poor program design, rather than from any inherent difficulties of social assistance recipients. Consequently, many program barriers could be removed simply by designing more effective programs. Unfortunately, this task is complicated by the fact that the needs of severely employment disadvantaged people are complex, and there is very little in the way of evaluation reports or demographic research studies to provide direction in terms of effective program solutions.

Existing evaluations of Canadian Jobs Strategy (CJS) programming for SARs are limited, since many of the projects are in the early stages of development. The lack of national criteria in program standards has also hindered the Task Force's ability to assess the relative effectiveness of various program approaches. At a minimum, existing evidence suggests it is critical to address the specific needs of all individuals in order to avoid "creaming." Programs that engage in creaming produce positive results by helping people who probably would have found employment opportunities on their own.

In spite of these limits, the Task Force identified the following barriers for those individuals currently on federal/provincial social assistance programs who desire to either obtain training or enter the work force. This material is based on the Task Force's own evaluation of CJS training programs (contained in appendix 3), as well as on reported experience of clients in specific programs, problems reported by welfare administrators, evaluation literature and briefs written by various interest groups concerned with the training of welfare recipients.

Barriers Arising from Lack of Integrated Training Support

Lack of subsidized child care and other training supports

In the Task Force's opinion, lack of subsidized child care is the single greatest barrier to SAR participation in training programs. Child care costs, however, are not the only costs incurred by individuals who undertake training. Enrolling in a training program may also compel the trainee to incur additional expenditures on clothing and transportation among other things. Training programs that do not provide income allowances for training-related expenditures impose a significant financial burden on the recipient which acts as a disincentive to participation in training programs. Indeed, because of the lack of coverage of these costs, training remains a prohibitively expensive alternative for many SARs.

Lack of program linkages

Employment enhancement programs are delivered by municipal, provincial and federal governments. Social assistance clients are served by municipal and provincial bureaucracies. The plethora of programs and delivery mechanisms makes it difficult for individuals to find their way through the maze of options.

Equally, the lack of linkages makes it almost impossible for a SAR trainee to progress smoothly through a series of training programs from pre-employment training, in areas such as literacy or English/French as a second language, to lifeskills training and to specific employment training.

Without this coordination among various levels of program givers, participants find their "training plans" at best delayed and at worst frustrated altogether. The lack of coordination between programs and the variety of features within separate initiatives make many training and welfare projects incompatible.

Barriers Arising from Poor System and Program Design

Lack of access to information regarding CJS training

At present, there is no guarantee that all eligible social assistance recipients will be informed about training opportunities. Some welfare workers are given information about CJS programs for SARs by local Canada Employment Centre representatives. Welfare clients may find out about programs through welfare workers, CEC counselors, newspapers or "word of mouth".

Because of the complexity of program options, many clients currently on welfare are simply not aware of CJS/SAR training opportunities.

Program eligibility requirements and targeting

Problems arise in matching appropriate clients to available training programs for a variety of reasons. In some cases, restrictive training criteria exclude welfare recipients who would do well once admitted to the program.

For instance, some training courses require the individual to have completed grade twelve before entering the course. This eligibility requirement ignores the fact that a significant number of SARs are either illiterate or have an educational attainment well below that of a high school graduate. While programs must have eligibility criteria to be effective, these programs must be designed with enough flexibility to include a variety of life-skill and educational components. Targeting for specific types of employment training, in the absence of a broader understanding of the welfare client population, excludes many potentially excellent candidates.

Lack of general educational upgrading programs

The insufficient number of educational upgrading programs at the provincial and local community level makes it difficult for welfare clients to enter training programs. Without better access to literacy training, English/French as a second language, adult basic education and other pre-employment training, a significant portion of the welfare population will continue to find participation in programs very difficult.

If a major effort is not made to incorporate an educational upgrading component into training programs for social assistance recipients, few will be able to benefit from employment-related training.

The definition of employable/unemployable

The basis for determining which welfare clients are eligible for employment enhancement programs is their "employability". (An explanation of the current employable/unemployable distinction is provided in appendix 1 of this paper.)

The employable/unemployable distinction prevents a significant number of SARs from participating in training programs. Current definitions of "employable" vary from province to province and have little or no connection to an individual's ability or willingness to participate in training opportunities. For example, people with disabilities are generally labelled as unemployable by provincial/territorial welfare systems even though many of these individuals want to work and are capable of working. Given this system of categorization, a significant portion of the SAR population will be unable to access training opportunities.

Racism and discrimination

A recent survey of SAR trainees produced by the National Anti-Poverty Organization (NAPO) suggests that persons with disabilities, visible minorities, Native Canadians, refugees and recent immigrants among others frequently suffer from discrimination at the hands of training instructors and administrators. The presence of overt racism and more subtly negative attitudes towards certain groups of SARs within the training system poses a substantial barrier to both the individual recipient's participation and achievement within a training program. Governments must actively root out the forms of racism and discrmination inherent in the current training system if it wants those recipients who are in greatest need of training to benefit from it.

Availability of training

Many training courses offered through the CJS/SAR program are not available in rural areas and remote communities. Indeed, the education system has not yet used its full potential of technologies such as computers and satellite television to provide individuals in remote communities with long distance educational opportunities. Consequently, recipients in those areas wishing to take training courses must leave their communities and their support networks behind.

Equally, some single parents, people with disabilities and other recipients have little access to training opportunities because they are not capable of undertaking programs on a full-time basis, and very few programs are made available on a part-time basis. Similarly, many government training programs are also available only on a school year basis, rather than on a continuous basis. This emphasis on school year programming means that some individuals are compelled to wait several months until they can gain access to a training course. Until all programming is offered on a continuous basis with a part-time option for those individuals who are unable to undertake full-time training, many SARs will continue to be excluded from training possibilities.

Inadequate training periods

To be effective, training needs to be of sufficient length to provide the basic skills required for employment. Some of the training offered to welfare recipients is not adequate because the courses are too short. Social assistance recipients who have been on welfare for long periods of time may need longer training periods to increase their self-confidence and bring them to the job-ready stage.

A significant number of people on social assistance are functionally illiterate and need more than four months of training to acquire necessary literacy skills. Life skills courses are needed in many cases even before any form of upgrading or employment related training. The Ontario Ministry of Culture and Communications estimates that up to 900 instructional hours may be needed to bring an adult to a level of functional literacy. An additional 400 instructional hours are required to bring a person to the level of grade 12.

Appropriate training

The lack of labour market analysis hinders the development of appropriate training courses for social assistance recipients. In many cases, people are being trained for jobs that are not in demand. Furthermore, poor program design, including lack of clear criteria and objectives often creates a needless sense of failure among participants.

The key constraint hindering governments from providing appropriate training is the lack of good evaluation data. Without research on training programs, governments have little basis to determine which programs are most effective or appropriate for specific clients - either in terms of the kind of training offered or the kinds of demand for those newly acquired skills in the labour market.

Lack of uniform criteria

The lack of national criteria with respect to setting benefit rates for social assistance or determining eligibility for training programs represents another

barrier to program participation. Without national criteria to define the minimum entitlements of SARs in areas of quality of training and counselling, questions of equitable access across jurisdictions remain. The lack of national criteria also makes it difficult to measure program success. National standards could help ensure efficiency in terms of the allocation of scarce financial resources.

The short-term nature of funding

Under the current CJS/Four Cornered Agreement funding mechanism, many innovative pilot training programs for SARs operate with no guarantee that the successful ones will be able to continue for more than one or two fiscal years. This is particularly true of SAR employability projects funded under the **Innovations** program of CJS. The short time frame imposed on the design and implementation of new SAR programming is both financially inefficient and psychologically destructive for those SARs participating in a short-term training program. For those SARs who have not yet participated in a program, the short duration of most training programs makes it difficult for the individual to keep track of which programs are available to access.

Personal Barriers

Lack of self-confidence

Lack of self-confidence is one of the biggest barriers for social assistance recipients wishing to enter employment-related training courses. Sole support parents, youth and people with disabilities face the critical problem of low self-esteem. This emotional barrier is common to the majority of recipients and is the result of the marginalization and stigma that comes from being on welfare.

Financial Disincentives

Loss of benefits

Many social assistance recipients have a difficult time making the transition from welfare to employment because the loss of welfare income and benefits-in-kind that are part of the welfare system are not made up for in low wage jobs.

Though welfare rates in all provinces are significantly below Statistics Canada's Low Income Cutoffs (known as the Poverty Lines), they average 20% above minimum wages. Leaving welfare for entry level employment therefore often means losing income and other benefits.

Single parents are particularly at risk because the costs of child care, housing subsidies, transportation and medical care are not paid once the client is off welfare. In some cases, welfare departments carry the cost of these items for a limited time after the completion of training. However, once the benefits are lost, clients face a major increase in living expenses.

Tax-back of employment earnings

In some cases when welfare recipients become employed or enrol in training programs their welfare income is reduced. Every province has different earnings incentive formulas. Some formulas begin to deduct income from welfare cheques after the client has earned as little as $50 a month. Earnings deduction formulas (tax-back rates) can lower the motivation of recipients to get off welfare by taking away their earned income.

In other cases, earnings incentive formulas reward part-time work more than full-time work because the combination of welfare income and part time earnings is greater than the income from full time employment.

The loss of in-kind benefits, tax-back rates and low wages combine to make employment an unattractive option for many welfare recipients.

Lack of employment

Lack of employment opportunities generally functions as a disincentive to welfare recipients who might otherwise apply for employment related training.

There is disturbing evidence that significant numbers of clients are not able to find employment in their communities after the completion of training programs. A recent study compiled for CEIC found that the percentage of past training participants who remained on welfare ranged between 10 and 59 per cent, depending on family type. Another 8 to 48 per cent of those surveyed became social assistance recipients after training - even though these people were not on social assistance prior to taking training courses.

In single industry and rural communities, lack of employment opportunities remains a particularly troublesome barrier to SAR participation in training programs.

As the above list of barriers suggests, there are many issues raised by the current design and administration of CJS/SAR training programs. Many of these barriers can be overcome by placing greater control and choice over training options in the hands of training participants. The Task Force's evaluation of Canadian Jobs Strategy programming for SARs (contained in appendix 3) supports the view that the most successful training programs are community-based, client-driven, flexible, based on voluntary participation and focused on integration of social assistance recipients into mainstream training and employment programming.

It appears that federal and provincial officials in charge of the Four Cornered Agreements are in basic agreement with the Task Force on these points. During a June 1989 National Program Meeting on the Employability Enhancement Initiative, federal and provincial officials were emphatic in stating that all future programs be designed with a strong client focus. The conference also suggested that programs should be voluntary in nature, more decentralized in both authority and administration of programs, and, where possible, place clients in mainstream programs, rather than segregate SARs in programs exclusive to them.

There is strong evidence that programs with these attributes produce actively involved, highly-motivated individuals. For these reasons, the Task Force believes that community organization, client-centred focus, flexibility, voluntary participation and mainstream integration must be viewed as the guiding characteristics of all program reforms suggested in the Task Force recommendations. Indeed, the Task Force expects that all Task Force recommendations will be interpreted to include these characteristics.

Recommendation 2

The Task Force believes that all reforms made to Canada's training system for SARs should include a clear commitment to the use of community-oriented, client-centred programming, flexibility in program design, voluntary participation on the part of participants and integration of recipients into mainstream training and employment programming. All recommendations made by the Task Force should be interpreted as including a commitment to these guiding principles.

While the main thrust of this report is directed towards encouraging the provision of greater and more effective training programs, the Task Force wishes to make clear that it does not see training as a solution to all the problems faced by social assistance recipients. As the 1981-82 recession demonstrated, training and education cannot guarantee an individual a job in times of high unemployment. For this reason, the Task Force believes that any commitment to providing quality training to individuals must be matched by an equally strong commitment on the part of governments to the principle of full employment. Only with an equal effort on both the training and employment front will governments be able to offer disadvantaged workers a credible alternative to long-term welfare dependency.

Recommendation 3

The federal/provincial/territorial governments must reaffirm their commitments to the principle of full employment and to encouraging the creation of quality jobs. Recognizing that training is not a panacea for unemployment, the Task Force urges governments to make some attempt to match training programs with forecasts of quality jobs available in the labour market.

AN ALTERNATIVE COMMUNITY-BASED APPROACH TO THE DELIVERY OF SOCIAL ASSISTANCE TRAINING PROGRAMS

Both in the previous section and in appendix 3 the Task Force has outlined the weaknesses of the current program delivery system for social assistance recipients. It has been demonstrated that poor program design and inadequate coordination among interested community groups and the various levels of government have created a number of barriers which prevent many SARs from accessing the training and education opportunities they are entitled to. In an effort to improve this situation, the Task Force on Programs for Social Assistance Recipients has suggested the creation of a more "community-based" delivery system for SAR programming. This section attempts to provide greater detail on how this alternative delivery system would be designed. The section also lists Task Force recommendations required to implement this alternative system of program design and delivery.

Basic Principles on Which the Task Force Agrees

Before outlining an alternative model for delivery of SAR programming, we must state clearly what the guiding principles of this system should be. The Task Force has devoted much of its efforts to formulating the principles and concepts which it believes should shape this alternative system. The principles which have evolved and on which consensus has been achieved are listed below.

Educational upgrading and skills training as the focus of the system

While every SAR training system should provide a variety of services to individuals, including specialized counselling, information/advice and employment, the Task Force strongly believes that educational upgrading and skills training must remain the focus of the system. In the Task Force's view, the goal of all SAR training systems should be to provide relevant, marketable skills to recipients. This should enable successful participants to rejoin the mainstream work force. The main way of ensuring that trainees receive marketable skills is to provide them with work-related training in rapidly growing, mobile occupations. Clearly, work-related training includes relevant pre-employment training in areas such as adult basic education, literacy training and English or French as a second language. What the Task Force does not accept, however, is the use of government program dollars to train SARs for occupations which offer little in the way of transferable skills or job mobility. This does not mean that welfare recipients with modest occupational ambitions or ability should be prevented from undertaking lower-skilled occupational training. The Task Force strongly believes that all training should be directly linked to the desires and needs of the individual and that SARs should be able to choose the direction they wish their training to take them. Nonetheless, the Task Force does believe that as a general rule, SAR programming dollars should be used for training recipients in those occupational areas where real potential for upward income mobility exists and reasonable career expectations can be achieved.

Recommendation 4

Both pre-employment and employment training programs to which the federal government contributes financing should provide marketable, transferable skills to individuals. Funding is not to be used to provide training in low-skilled occupations except in exceptional circumstances as defined by the community.

Greater use of the public education system and community groups in delivering programming

At present, most provincial/territorial social assistance systems rely almost exclusively on "internal" and related government staff to provide counselling, life-skills training and some employment training to SARs. The current structure ignores the fact that most communities have a wide variety of public educational institutions and community groups who have built up expertise in providing counselling and other services to specialized clients, many of whom are SARs. The Task Force has suggested that the delivery system should take greater advantage of this community expertise by giving community colleges, local boards of education and other community groups more responsibility for introductory counselling and pre-employment training of SARs.

Build on institutions and programs which have been shown to be effective

Task Force discussions suggest that some changes are required to make Canada's social assistance system responsive to the training and education needs of its clients. Equally, however, it is agreed that reforms will be more feasible and effective if they build on institutions and programs which have demonstrated their effectiveness in helping SARs return to the work force. Institutions such as community colleges, high schools and local community groups which have acquired significant expertise in training SARs and other disadvantaged workers should be relied upon extensively to help carry out a more community-based approach to the delivery of SAR training. Public education institutions and community groups are also well placed to provide outreach training and educational services to those individuals located in rural or remote communities Indeed, by combining traditional educational methods with the new approaches made possible by satellite television and computer technology, community colleges and other public educational institutions are capable of providing a wide range of training options to a rural clientele that has traditionally lacked opportunities. In Saskatchewan, for example, the provincial department of education is currently collaborating with the computer company IBM to provide a system of computerized literacy training known as **Principle of the Alphabet Literacy System (PALS)** to both rural and urban residents. In addition to establishing eight permanent learning centres, the project involves using four mobile teaching units to serve smaller and more remote locations.

Recommendation 5

Training programs are to be delivered in conjunction with public education institutions, labour, business and community groups. Public institutions should make a special commitment to delivering educational and training programs to residents of rural and remote communities. In addition to providing a traditional range of advisory and instructional services to rural trainees, public education institutions (with the assistance of government) should strive to make better use of satellite television and computers to provide alternative, long-distance educational opportunities to SAR clients.

From the perspective of programming, the principle of building on what works suggests that ongoing programs and pilot training programs which have demonstrated a high degree of success should be given a guarantee of long-term funding. This alternative makes far more sense than the current scenario of having pilot projects disappear at the end of each fiscal year, only to be replaced by another program which may or may not be as successful. In the Task Force's opinion, successful pilot projects currently funded under short-term programs such as CJS's Innovations program should be transferred to

another programming area that would provide for longer-term funding of projects. Indeed, the Task Force recommends that pilot training programs funded by either the federal or provincial/territorial government be provided with some guarantee of longer-term funding in those cases where the program has demonstrated its effectiveness at providing marketable skills to SARs.

Recommendation 6

The Task Force recommends that short-term, pilot training programs sponsored by either the federal government or the provinces/territories be provided with a guarantee of longer term funding in those cases where a program has demonstrated its effectiveness at providing marketable skills to SARs.

A full range of training, lifeskill and other educational opportunities should be available equally to all SARs

The Task Force believes that each community or region of Canada should be required to provide a full range of pre-employment and employment training to social assistance recipients who wish to undertake training. This should include: literacy/numeracy training, adult basic education, English/French as a Second Language courses, occupational and academic training, as well as access to more specialized counselling for those SARs who are suffering from emotional, physical and other difficulties.

Recommendation 7

The Task Force recommends that each community or region strive to provide a full range of pre-employment and employment training for social assistance recipients, including the option of part-time training. To ensure this full menu of training options, literacy, numeracy, English/French as a second language and lifeskills training must be recognized as legitimate programs for funding purposes.

In the Task Force's opinion, access to this full menu of training options cannot be guaranteed unless the federal and provincial governments also guarantee SARs income security while undertaking training. Income security does not refer only to the SAR's right to continue receiving social assistance while on training, but also to the need for ***full*** coverage of child care, transportation, clothing and other costs incurred as a result of training. While the Task Force believes that training allowances should generally be available to all SARs on an equal basis, it also recognizes that some recipients with special needs (in particular, people with disabilities) may require larger training allowances to participate in programs. Any system of training support implemented by government should recognize this fact.

Recommendation 8

Governments must fully subsidize the cost of child care for those social assistance recipients requiring child care in order to participate in training programs.

Recommendation 9

While an individual is on training, it is the responsibility of the provincial/municipal governments to provide adequate income support to trainees. This is to include allowances for transportation, clothing and other costs incurred during the training program. As well, benefits-in-kind such as medical, drug, dental and vision care are to be continued during the training period. These benefits should be continued for a period of time during the initial period of employment and can be phased out according to income level.

The Task Force also believes that access to student loans to attend community college or university courses should also be included under any broad guarantee of income security made to SARs by the federal government and the provinces. In many provinces, SARs are currently restricted from accessing student loans while maintaining their social assistance benefits. In the Task Force's view, this rule needlessly prevents SARs from obtaining the longer-term education they often need to move into marketable, upwardly-mobile occupations.

Recommendation 10

The Task Force recommends that social assistance recipients wishing to enrol in higher education courses be allowed to maintain their social assistance benefits and to access student loans in order to continue their education.

Advocates to support and inform the recipient

The inadequacy and, in some cases, unavailability of information on training for SARs is a sorry trademark of the current social assistance system. Task Force discussions suggest that an alternative delivery system should try to alter this situation by clearly separating the advocacy/information side of social assistance from the policing/income maintenance side of the system. In the Task Force's opinion, immediate, up-front information sessions with an advocate welfare worker who is clearly on the side of the SAR client should be a right of every individual who enters the welfare system.

The Task Force's concept of an advocate worker is explained in more detail in the next section. What should be made clear here, however, is that the advocate worker is expected to be the primary source of information on the training and education opportunities available to individual SAR clients. To fulfill this function, however, advocate workers must have genuine knowledge of the problems faced by SARs and should be representative of the SAR population. Government commitments to the principles of affirmative action and employment equity should be used to ensure that advocate workers have among their numbers single parents, visible minorities, Native Canadians, people with disabilities and other groups that are reflective of the current SAR population. Only through this principle will advocate workers be able to provide SARs with **peer advocacy and advice.**

In general, advocate workers should ensure that SARs have the information and emotional support required to make crucial decisions about their future. They would help an individual SAR draw up a concrete *plan of action* which may set out several stages of pre-employment and employment training directed towards a specific occupation. Pre-employment training would include elements such as life-skills training, literacy or adult basic education training, English or French as a second language training, and support group sessions with other SARs who are in similar circumstances.

As an individual SAR progresses through his or her plan of action, the advocate worker should remain the main focus of support, advice and information for the trainee. For example, the advocate worker would ensure that the trainee has adequate income support to continue training. This may include finding daycare for children, accessing transportation and clothing allowances for the SAR client as well as altering the plan of action for the SAR client as the needs and wants of the trainee change.

All training opportunities should be made available to SARs on a voluntary basis

The Task Force does not believe that SARs should be compelled to participate in training programs or in any kind of information or counselling session. However, the Task Force does believe that SARs should be systematically informed of the availability of an advocate worker who can provide individual recipients with information on training and educational opportunities. Welfare authorities should use posters, media campaigns as well as notices enclosed in the recipient's social assistance cheque to inform SARs of their right to an advocate. Equally, the Task Force believes that social workers, and other relevant employees of provincial and municipal welfare systems should also receive systematic notification of the availability of advocate workers so that they will also be capable of informing and advising SAR clients of opportunities.

This notification of the availability of an advocate worker should be done on a regular basis to remind individual recipients that the opportunity for training is there whenever they wish to use it. The Task Force hopes that by allowing SARs to, in effect, select themselves for training, the social assistance system will help reinstate a sense of control and choice in the lives of SARs.

Recommendation 11

The Task Force recommends that all participation in training and information sessions be on a voluntary basis.

SAR participants should have clear expectations of what they can and cannot expect to derive from government funded training programs

Training programs in which government is participating financially should have a clear and consistent set of objectives and criteria so that trainees and potential trainees know what to expect from any particular training program. While the Task Force is both incapable and unwilling to list what all the objectives and requirements of SAR training programs should be, a few of the more basic requirements can be highlighted here. For example, the Task Force believes all training programs should fulfill the requirement that training provide participants with marketable, transferable skills. Another obligation that should be imposed on all training programs is that programming be thoroughly evaluated to assess its rate of success.

An equally important requirement of training programs should be to convey honestly to participants the challenges facing a trainee once training is completed and the recipient is struggling to make the transition from dependency to full-time employment. During this phase, the individual SAR requires substantial support and guidance from advocates and other training staff in order to set realistic objectives for his or her employment future.

Need for national criteria in programming

While flexibility in program design ensures that specific community needs will be met, this flexibility must be tempered with strong national criteria outlining minimum levels of services and entitlements SARs can expect. National criteria for program design are a means of ensuring that SARs from all regions of Canada have equal access to opportunities to improve their life and become employed members of society. The Task Force believes that such criteria should include a guarantee that all SAR training programs meet a basic level of quality. National criteria would involve establishing some form of requirements for program design and evaluation at the local level. Such criteria would insist that all programs meet principles of equity and effectiveness and achieve objectives such as the teaching of transferable, marketable skills.

Recommendation 12

The federal government should establish national criteria in consultation with business, labour, community groups and provincial/territorial governments. These national criteria will govern the design, implementation and evaluation of federal/provincial training programs. Such criteria should establish minimum levels of quality to be guaranteed training participants.

Recommendation 13

National criteria should include the principle of equity. Funding is to be conditional on providing programs to all members of the social assistance community, such as single parent women, people with disabilities, Native Canadians, visible minorities, rural and remote community residents, immigrants and severely employment disadvantaged individuals.

Where possible the federal and provincial governments should use a longer term approach to program budgeting

The Task Force has observed that one of the most destructive aspects of current program design and implementation is that it generally runs on a fiscal year basis. The need to plan and disburse program funds within such a short time frame can distort program effectiveness and lead to irrational program selection. In order to overcome this barrier, the Task Force has agreed that "term" agreements of 5 years should govern most programming and delivery decisions negotiated between community organizations and government authorities. At both the federal and provincial level, numerous examples of these kinds of term agreements already exist. Shifting to a term approach to funding SAR training will help ensure both consistency and reliability in SAR programming and design.

Need for better program linkages and joint funding of initiatives by governments

A review of current CJS/SAR training initiatives suggests that program success is greatest in those cases where federal, provincial and municipal authorities have coordinated and cooperated in the design and delivery of programming. At present, the tangle of training programs available at various levels of government is unfathomable to most SARs and therefore underutilized. As the National Anti-Poverty Organization (NAPO) pointed out in a 1989 survey of SAR trainees, the lack of clear links between various training programs frequently creates needless delays and obstructions for many welfare recipients who attempt to move from basic literacy or language training on to an occupational training program. In NAPO's opinion, poor coordination among programs is the single greatest barrier preventing SARs from progressing smoothly through various stages of training.

In addition to obstructing sequential training, poor coordination among governments also prevents the federal government from collaborating with the provinces/territories in providing more preventative kinds of programming for disadvantaged individuals who are at risk of becoming social assistance recipients. In the Task Force's opinion, the groups receiving the least training assistance, yet are most in danger of becoming social assistant recipients, are children of SARs and "children in care" (i.e. children who are wards of the state.) Currently, there are little-used provisions in Canada Assistance Plan legislation which would allow the federal government to contribute training dollars to these groups of individuals on a "preventative" basis. The Task Force believes that with better coordination and cooperation between the federal government and the provinces/territories, both the program resources and incentive could be found to provide funding for these disadvantaged groups.

Recommendation 14

The Task Force recommends that governments explore the idea of using legislative provisions available in the Canada Assistance Plan to encourage more preventative programming for disadvantaged individuals who are at risk and in danger of becoming social assistance recipients. Pilot projects could possibly be initiated for populations particularly at risk such as children of social assistance recipients and "children in care."

The Process

NOTE: The appendix of this report includes a lengthy explanation and condemnation of the employable/unemployable distinction currently used by all provinces to distinguish between able-bodied but unemployed welfare recipients and those welfare recipients who for medical or other reasons are deemed incapable of working (or training for employment.)

The Task Force is strongly opposed to this current system of categorizing recipients. In the Task Force's view, all welfare recipients - regardless of physical, emotional or educational disability - should be entitled to training and educational opportunities. Indeed, access to training opportunities, regardless of a SAR's status, is one of the more

fundamental principles on which the Task Force bases its recommendations. For that reason, the Task Force wishes to make clear that its vision of a reformed delivery system for SAR training will not be feasible unless the federal and provincial governments guarantee the right of all SARs to participate in training if they wish. Provinces who are unable to provide this guarantee cannot in good faith undertake the changes in programming or delivery suggested below. Consequently, these provinces should be excluded from any new funding or initiatives recommended by this Task Force.

Recommendation 15

The federal government, in reaching agreements with the provinces and territories, is to strongly encourage the elimination of the employable/unemployable designation on the basis that it is clearly discriminatory.

Recommendation 16

The Task Force recommends that as a condition of federal funding, provinces and territories must agree to set single tier levels of training allowances which all social assistance recipients, regardless of their employability status, will be entitled to receive.

The creation of training and education access centres

Under a more focused delivery system, which relied extensively on federal/provincial/municipal cooperation and coordination, each individual who enters the social assistance system should be given notice in their social assistance cheque that a ***community-based advocate*** is available to explain the variety of training and education programs available to them. As stated earlier, this notification should be systematic and involve informing both SARs and the relevant employees of the welfare system so that they too can advise their clients of this opportunity.

It should be made clear that under the community-based delivery system envisioned by the Task Force neither the information sessions nor the training programs suggested in information sessions are mandatory. All SARs who wish to meet with a community advocate should be able to do so on a voluntary basis.

To help encourage SAR interest in this resource, a central, community-based ***Training and Education Access Centre (TEAC)*** should be established in each community across Canada. The TEACs should have flexible hours and provide easy access (i.e. receptive drop-in centres) for SARs who are interested in finding out more about what is available on a voluntary basis.

In the Task Force's view, these TEACs would be affiliated with the local community college or another relevant public education institution. The driving principle behind the centre is that it would provide SARs with a one-stop shopping centre for employment and training-related information. To do this, the TEAC should house representatives of the federal, provincial and municipal training programs. The centre should also have information counsellors from the local community college and other relevant community groups so that SARs can be informed of a wide variety of mainstream pre-employment and employment training provided both by government and by local profit and non-profit community groups. It is important to emphasize that the goal of the TEACs is to access *mainstream* programming for SARs, rather than ghettoize SARs in alternative, specialized programming.

While the TEAC should be linked to the local community college, it need not be located on the same physical premises as the college. Indeed, it may be more appropriate to have it located elsewhere, so that those SARs intimidated by a college environment will not be reluctant to use the centre. The motive behind linking the centre to the community college/local education system is two-fold. First, placing the centre in an environment apart from government will help convince SARs that the centre is not just another government welfare office with overworked or indifferent social workers. Second, connecting the centre to the resources and staff of a college/board of education helps ensure that linkages between training providers such as the public education system and government programs are extensive and work to the benefit of SARs.

Recommendation 17

The Task Force recommends that the federal government, in cooperation with the provinces and territories, fund the creation of Training and Education Access Centres (TEACs) across Canada. TEACs in each community should operate in conjunction with the local community college or another public educational institution where appropriate in order to access mainstream training and employment programs for social assistance recipients.

Recommendation 18

The Task Force recommends that social assistance recipients be informed on a regular basis of the availability of training programs and of the services provided by a community-based advocate. It is also recommended that the federal government sponsor a media campaign designed to raise the awareness of program availability and to encourage SARs to approach the TEACs with confidence.

Various stages of training to be provided

According to a 1989 survey of SAR trainees conducted by the National Anti-Poverty Organization, one of the greatest barriers in current SAR programming arises when trainees attempt to progress through a number of training programs from pre-employment training to employment training. In the words of the NAPO report,

"A more significant problem was in progressing sequentially through a series of training stages when needed. For example, clients who would have benefitted from a literacy program were unable to enrol in one before beginning a life skills/goal setting course. Another gap would occur before proceeding to academic upgrading, skills training, etc. Additional problems arise in small communities when a minimum enrollment is required to begin a course or to write a completion exam. One interviewee from a rural area was unable to write her high school equivalency exam until three months after completing the course."

One of the goals in establishing TEACs should be to remove the delays encountered in providing SARs with sequential training. Providing SARs with community advocates who help the individual recipient set a training plan or plan of action for training should help ensure flexibility in program design. Those SARs who require only literacy training should receive it while those SARs who want lifeskills training conducted in group sessions should be allowed to fashion their training plan accordingly. SAR trainees should be able to move relatively easily through several phases of training, from basic literacy or English/French language training, to Adult Basic Education, and on to more specific occupational/academic training provided by community colleges, universities and other training institutions.

SAR trainees should also be allowed to draw up a plan of action which incorporates drawing on the specialized counselling services provided by community organizations. For example, a single parent SAR may wish to receive counselling or advice from a community group that specializes in counselling victims of domestic violence. A young SAR may want to seek group counselling sessions in a teenage group home which provides accommodation and assistance for young runaways. The need to rely more extensively on the counselling facilities of outside groups is an idea strongly supported by the Ontario Social Assistance Review Committee in its 1988 report, **Transitions.** The Committee supported the idea of using community groups for program delivery primarily because it believed this would further the objective of providing help to recipients through mainstream programs.

By placing representatives of various kinds of pre-employment and employment training under one roof, the TEAC should help encourage coordination and cooperation among the various training providers. Indeed, one of the more important roles of the community advocate is to ensure that the training providers do coordinate their activities so that the SAR client does not suffer any unusual delays or difficulties in moving from one stage of training to another

Recommendation 19

The function of the TEACs is to make available a wide variety of information and advisory services to social assistance recipients who wish to move from dependency to independence as an employed member of the Canadian labour force. TEACs should provide employment disadvantaged individuals with opportunities to undertake a wide range of pre-employment and employment training. Each centre should act as a service broker for SAR clients, conducting assessments of an individual's needs and abilities, act as an advocate on behalf of the individual as well as provide advocacy services on behalf of the SAR community as a whole. TEACs should also serve as a bridging support to those recipients requiring support and advice during the transition period after training ends and employment begins.

The steering committee of the training and education access centre

To ensure that TEACs truly reflect community needs and interests, it is important to have an active ***Steering Committee*** for each centre which represents all of the major players involved in training SARs in the community. The Steering Committee should be comprised of social assistance recipients who are representative of the centre's clientele (for example, single mothers, youth, etc.), as well as representatives of community groups assisting SARs, the local board of education, the college and university system, the three levels of government, private sector trainers, local business and union representatives and other relevant parties. These committees would be vested with responsibility for setting the detailed objectives and goals of the TEAC, and ensuring that these objectives were consonant with major policy thrusts negotiated by federal and provincial governments under revised Employability Enhancement Accords. As part of its mandate, the committees would also help set detailed budget priorities for the year before relaying the centre's annual budget plan to higher provincial/federal authorities for review and approval. The committees should also periodically review the practices and performance of the centre in achieving its goals.

Through its membership, the Steering Committee should ensure that the centre has strong linkages to the local community. Indeed, providing the committee with the authority to conduct reviews and evaluations of a centre's programs and activities is recommended by the Task Force as a way of guaranteeing that both clients and the community at large will have an opportunity to pass judgement on the performance of the centre. While ***Executive Coordinators*** should be hired to run the centres on a day to day basis, the Steering Committee remains ultimately accountable for all of the centre's operations. Consequently, the Executive Coordinator and all other officials of a centre should have to report to the committee for their actions.

Recommendation 20

The community nature of the TEACs is to be ensured by requiring each centre to have a Steering Committee substantially composed of representatives of the local SAR community (e.g. single mothers, Native Canadians, people with disabilities, etc.), low income advocacy groups, other relevant community organizations, the public education system, business, labour and government.

Recommendation 21

The functions of the Steering Committee should include: local program design and budgeting, disbursement of funds in accordance with general program envelopes agreed to by funding governments, and review and evaluation of the centre's performance.

The role of the community advocate

The community advocates that work in the centre will come from the federal, provincial and municipal levels of government and will be capable of providing SARs with information on training opportunities provided by their respective level of government, as well as by other governments. For instance, in any one TEAC there may be federal community advocates who come from a local

Canada Employment Centre, as well as advocates who come from the provincial and municipal welfare systems. As mentioned earlier, the governments should use the principles of employment equity and affirmative action to ensure that these community advocates are reflective of the SAR population they serve. Consequently, single parents, Native Canadians, people with disabilities and visible minorities among others must number among the government employees chosen to become community advocates.

It must be emphasized that these advocates will not function like regular government employees in welfare offices. The role of the advocate is to be clearly on the side of the social assistance recipient. The advocate should in effect act as a ***service broker*** for the SAR. They should help SARs access available training programs and income support for training such as daycare or allowances for transportation and clothing. In addition to serving as an advocate for the individual SAR, however, the community advocate should also: conduct a basic assessment of the needs and skills of the individual recipient; help the SAR draw up an individual plan of action or training plan; and, where possible, undertake group advocacy activities on behalf of the entire SAR community. (One example of this may be to lobby governments to design programs which are better funded and more receptive to SAR needs.)

Recommendation 22

TEACs should be staffed by community advocates who come from the federal, provincial and municipal welfare administrations and are knowledgeable about training opportunities in their respective jurisdictions. Special efforts should be made to ensure that these advocates are reflective of the SAR community and have genuine insight into the problems faced by recipients. These advocates may be either part time or full time, but in each case advocates working in the centres will be clearly directed by and answerable to the management of the TEAC, rather than to any particular level of government.

The community advocate will have no role in assessing basic welfare rates to be paid to SARs or policing SARs to ensure their continuing eligibility. Those functions are to continue to be provided by workers in municipal and provincial welfare offices. The community advocate should be the major point of reference for SARs as they make their way through pre-employment and employment training. The advocate should be an ongoing source of support for each SAR client, helping him or her with emotional, financial and other difficulties encountered as the SAR progresses through various stages of training and post-training employment.

Recommendation 23

The community advocates should act as service brokers for SARs, helping them access training opportunities. Advocates should be clearly on the side of the individual recipient, helping them prepare personal training plans, assessing the SAR's needs and abilities, providing emotional and other kinds of support to SARs both during training and during the transition period of employment.

To help reinforce the unique role of the community advocate, ongoing training programs should be run for these government workers. These training programs should emphasize the special nature of their duties and inform advocates of the variety of training opportunities available to SARs within the local community.

Recommendation 24

In order to ensure that community advocates appreciate and understand their unique roles, training should be provided to all advocates both before undertaking employment in a centre and on a periodic basis afterwards. Funding for this training should be provided to individual TEACs by the federal government and the provinces/territories.

Funding issues

As part of its plan for a community-based delivery system, the Task Force on Programs for Social Assistance Recipients supports the idea of devolving some control over program funding and design to local TEACs. TEACs should have ready access to program funds to enable them to purchase community college courses and other external training programs. What this implies, however, is that much of the federal funding that currently makes its way to provincial and municipal welfare systems via **Employability Enhancement Accords** should be diverted to special federal/provincial five-year funding agreements which would be used for financing TEACs. These five-year non-lapsing agreements could be negotiated on the basis of **national criteria** established by the federal government in consultation with the provinces and territories.

The Task Force emphasizes that the purpose of these five-year agreements is to provide funding to TEACs in accordance with program development and needs, rather than on a strictly fiscal year basis. There are a number of possible mechanisms for administering and distributing funding to TEACs in each province or territory. One possibility may be to set up a provincial/territorial corporation which, through a Board of Trustees, would distribute funding to individual centres in accordance with national criteria. Having a government-elected Board of Trustees administer the five-year funding agreement would ensure that the fund remained accountable to contributing governments and ultimately to the public.

Recommendation 25

The Task Force recommends that the federal government negotiate with each province and territory a five-year agreement for shared funding of the community-based system of Training and Education Access Centres. These non-lapsing funding agreements will be negotiated on the basis of national criteria established by the federal government in consultation with the provinces and territories. The Task Force emphasizes that the five-year agreements are to provide funding to TEACs in accordance with program development and needs, rather than on a fiscal year basis.

In the Task Force's view, the structure and administration of these five-year funding agreements could be negotiated by the federal and provincial/territorial governments as part of the current round of renegotiations of the Employability Enhancement Accords (i.e. Four Cornered Agreements). In exchange for its financial contribution, the federal government should require all provinces and territories to adhere to the basics of the community-based model outlined in this report. The Task Force's emphasis that programming be client centred, flexible and voluntary in nature should be part of any **national criteria** set by the federal government; so too should requirements that the provinces/territories provide common data and systems of evaluations so that all governments can better judge the success of training programs. While the Task Force recognizes that not all of its recommendations may be implemented, it does strongly believe that most of them should be incorporated into any national criteria devised by the federal government. Indeed, in the least, Task Force recommendations directed towards dismantling current barriers to training for SARs should form an integral part of any national criteria established.

Recommendation 26

Any national criteria set by the federal government should include the requirement that all programming supported by federal funding be community-based, client-centred, flexible, voluntary in nature and focused on integrating SARs into mainstream programming. National criteria should also stipulate that provinces must provide a full range of income and training support to SARs who undertake training. The Task Force believes that all of its recommendations should be incorporated into any national criteria formulated, particularly those recommendations directed towards dismantling current barriers to training for SARs.

Recommendation 27

In exchange for its financial support and cooperation, the federal government should require the provinces/territories to provide common data and systems of evaluation. These requirements should be part of any national criteria established and should include:

a) provinces/territories are to provide any and all necessary information to the federal government for purposes of monitoring and evaluation;

b) the criteria for success will include, among other things, an assessment of the quality of jobs attained by the trainee and the level of income earned from employment.

Once an agreement governing this new community-based system is negotiated between the provinces/territories and the federal government, contributing governments would be expected to fund TEACs on the basis of budgets and program proposals drawn up by the individual centres and sanctioned by provincial/territorial authorities. Through the five-year funding agreements both the federal and provincial/territorial governments are ultimately accountable for the actions, policies and funding of the TEACs existing within a province or territory.

It is clear that for the above financial framework to be effective and functional, the provinces/territories must accept and support the idea of a community-based delivery system for SAR training. In those cases where provinces or regions refuse to negotiate an agreement governing the creation of a federal-provincial fund for TEACs, the federal government should refuse to grant the province any funding available to SARs under the Labour Force Development Strategy or any other new initiative. The federal government may also wish to consider refusing to renew Employability Enhancement Accords with those provinces whose agreements have expired but are unreceptive to the idea of devolving significant financial and administrative power to the local community via a TEAC.

The phasing in of TEACS

The Task Force is aware that many of the recommendations made in this paper imply significant changes to the structure and character of current social assistance delivery systems. For that reason, the Task Force believes that implementation of the new community-based system of Training and Education Access Centres should be phased in. The Task Force believes that provinces and territories should establish a number of TEACs in a variety of communities across Canada before full implementation of this proposal is undertaken. The phased-in implementation would allow governments to gauge how well this community-based concept for delivery of SAR training programs fares in rural versus urban areas, as well as from province to province. Ideally, community groups located in the regions receiving the first TEACs should be involved in establishing the centres.

Recommendation 28

The community-based model of Training and Education Access Centres should be phased in within a reasonable period of time rather than fully implemented in one step. Centres should be launched in a variety of communities across Canada to gauge how well the concept fares in rural versus urban areas, as well as from province to province. This phased-in implementation of the TEACs should form an integral part of the Four Cornered Agreements which are currently being renegotiated by the provinces/territories and the federal government.

The role of the federal government in SAR training

It is clear that in the above scenario, Employment and Immigration Canada, and Canada Employment Centres in particular, will have no more direct involvement in the training and counselling activities of SARs than they do now. Indeed, under the proposed delivery system outlined by the Task Force, it is likely that most CECs will have no direct connection with SAR training at all. Instead, some CEC staff will be transferred to local Training and Education Access Centres where they will perform an advisory/advocacy role as community advocates. It is

certain that in this new capacity, employees will require training to reorient themselves to the unique role they are to perform as advocates. Nonetheless, it is unlikely that transferring some CEC staff to centres will require the federal government to increase substantially the number of employees dealing with SARs. In general, the major contribution of the federal government to this more community-based delivery system will be to formulate, in consultation with the provinces/territories, a set of national criteria to govern program design and implementation. The federal government will also be contributing funding for the creation of the centres and provide ongoing program financing for SAR training programs conducted under CJS and the Four Cornered Agreements.

APPENDIX 1 - Review of the General Characteristics of Canada's Welfare System

Jurisdictional Responsibilities for the Provision of Welfare Assistance

Federal level

The federal government enacted the Canada Assistance Plan (CAP) in 1966. The plan is administered by the Department of Health and Welfare. CAP funds 50% of the costs to provinces and territories of providing assistance to persons in need and "welfare services to those in need or likely to become in need." CAP also funds the administration costs of these services on a 50/50 basis.

The CAP program components are general assistance, homes for special care, health care, child welfare, welfare services and work activity projects. Eighty percent of CAP expenditures fall under its assistance provisions, which include general assistance (income maintenance payments), care in homes for special care, certain health care programs and the majority of child welfare expenditures. The remaining 20% are for welfare services and work activity projects. Payments for welfare services also support provincial administration costs. Examples of these costs include administering assistance and welfare services (e.g., daycare and homemaker services).

CAP's main role is to share in the cost of general assistance which is provided by each province to persons who are in need. Assistance includes the following basic requirements: food, shelter, clothing, fuel, utilities, household supplies and personal requirements. Assistance may also include special needs such as: items incidental to carry on a trade or other employment, items of special need necessary for safety, well-being or rehabilitation, including essential repairs or alterations to property, items required by disabled persons, and prescribed welfare services.

Provincial and municipal levels

Provincial and municipal social assistance programs are designed to provide and meet the cost of basic requirements of a single person or family when all other financial resources have been exhausted. The provinces are also responsible for legislation that includes provisions concerning health and social services, assistance to persons in institutions providing care or supervision, and a wide range of administrative considerations.

In accordance with the Constitution Act (1867), each province is responsible for the design, administration and delivery of its own social assistance program. Most provinces have a single, unified program. Long-term benefits are generated by computerized payrolls and issued from the provincial headquarters. Short-term and emergency assistance is issued manually in local or regional offices of the provincial department of Social Services or its equivalent. In Nova Scotia, Ontario and Manitoba, the provincial authority grants assistance where the need is deemed to be long term in nature, while each municipality is responsible for providing support to persons in need on a short term basis. Applicants awaiting transfer to the long-term provincial program and households requiring single-issue grants of emergency assistance may also be required to apply for municipal social assistance. These three provinces are said to have a "two-tier" social assistance network.

Under the CAP Act, the federal government shares 50% of approved costs of provincial social assistance programs. In Nova Scotia, Ontario and

Manitoba, a portion of municipal social assistance payments is cost-shared by the provincial authority, whose claim to the federal government under CAP agreements includes these municipal expenditures. All social assistance benefits shared under CAP are non-taxable under the federal and provincial income tax systems.

The present welfare system, and in particular the social assistance system, has been criticized for delivering a service that is highly complex and generally inequitable. Many of its rules and procedures violate basic individual rights and principles of fairness. The jurisdictional division of the caseload and of program funding between two levels of government (sometimes three) have been blamed for this disparity.

In addition, the splitting of jurisdictional power has been blamed for the overall lack of direction in the system. The **Transitions** report (Report of the Ontario Social Assistance Review Committee prepared for the Ontario Ministry of Community and Social Services) stated that:

"The present system is not guided by clearly stated policies and objectives, it is impervious to careful analysis; therefore, its effectiveness is difficult to measure. Moreover, there has been a failure to address the changes to the broader income security system and to related policies and programs that would make social assistance the truly residual program it was intended to be."

That statement also reflects the failure of both the provinces and the federal government to harmonize the social assistance system with other policies. The jurisdictional problem has limited the federal government's ability to design an effective mechanism to plan and coordinate the efforts of the various governments to serve welfare recipients.

Another weakness that has been identified with respect to social assistance delivery is the lack of adequate income for welfare recipients. All provinces have kept welfare rates low because of fiscal restraint and the fear that social assistance income levels are rising higher than the minimum wage. Low levels of allowance have meant that welfare recipients must live on incomes well below Statistics Canada's Low Income Cutoffs (or Poverty Lines).

Many critics blame the CAP guidelines for the current system of welfare delivery. They claim that the lack of direction and absence of national standards have left the provinces with too much flexibility. A case in point is CAP's definition of **basic requirements** for SARs. The broad definition has enabled many provinces to conservatively interpret what constitutes the basic requirements of an individual recipient, thereby creating wide variations in the living standards of welfare recipients across Canada. While the flexibility of the federal/provincial arrangement has encouraged local development of welfare systems to meet regional needs, it has also helped perpetuate the employable/unemployable distinction, inadequate welfare rates and needless complexity in terms of welfare eligibility determination.

Employable/Unemployable Distinction

The existing welfare state in Canada has evolved from that in Britain over the past 380 years. Probably the most antiquated aspect of the current welfare system is the distinction between people deemed employable and unemployable. This concept has its origins in the Elizabethan Poor Law of 1601 which made the distinction between "deserving" and "undeserving" poor. The deserving poor were considered to be widows and their children and people with severe and visible disabilities, while the undeserving poor were anyone who was able bodied but unemployed. To varying degrees, all the provinces in Canada deliver income security programs to individuals on the basis of this employable/unemployable distinction.

Some provinces, such as Ontario, Nova Scotia and Manitoba, have an explicit two-tier system of income support for employable and unemployable SARs. Under the two-tier system, unemployable SARs usually receive benefits from the province while benefits for employable SARs are determined and distributed at the municipal level. Other provin-

ces, such as Quebec and British Columbia, have a single tier system of welfare distribution, but still discriminate within the system between those SARs who are considered to be employable but unemployed, and those that are incapable of undertaking full-time work in the labour market.

The resulting provincial system of employable\unemployable classifications has created a controversial and complex set of definitions that vary widely from province to province. For instance, the employability criteria for sole-support parents range from the point when the youngest child is four months old (in Alberta), to the time when the youngest child turns 18 years (in Manitoba and Ontario.) In British Columbia, a single mother is deemed employable once her youngest child is six months old.

Definitions of employability are even more complicated in a two-tier welfare system, particularly in Manitoba and Nova Scotia where the municipalities may set their own criteria for determining which SARs are employable and which are not. These municipalities also have the power to establish welfare rates.

The two-tier system is slightly different in Ontario, where rules regarding eligibility for welfare and the rates of assistance are provincially set. Municipalities are allowed only to make decisions about eligibility and the amount provided for special assistance and supplementary aid.

In a two-tier provincial system, there is always the possibility that two sole-support parents living in the same province in exactly the same circumstances will be judged to be employable in one municipality and unemployable in another. There is also a strong likelihood that these single parents will receive different levels of income support, since all municipalities in two-tier systems have the power to decide the overall level of benefit received.

While differing criteria of employability can create unjust situations for single mothers, it can be equally onerous for young, employable SARs who are without dependents. In some cases, young, unattached individuals may have difficulty accessing even basic welfare benefits. In Newfoundland, for example, being classified as a young employable can mean benefits as limited as a one-time allocation of $77. In Quebec, young employables receive only $130 a month, compared to $430 for an employable individual over age 30.

Transient youths face even more barriers. In Newfoundland, transient youths may be granted assistance for emergency needs only. Transients in Saskatchewan are eligible for assistance for health or financial services for a period not exceeding four days. They may qualify for ongoing benefits, however, if they intend to establish residence in the province. In the case of two-tier systems, transients must apply for assistance from municipalities, each of which sets its own rules concerning eligibility and benefits. Halifax, for example, provides no assistance to those individuals considered to be travelling transients unless the case involves a medical emergency.

Over the past decade, the provinces have made a number of changes to their definitions of employability. Without itemizing each change, it is worth noting that most of these changes have resulted in a broadening of the definition so that in any one group of SARs, its likely that more recipients would fall under the employable category now than they would have under old definitions. Unfortunately, there are no studies which estimate the extent to which these definitional changes have contributed to the increase in the number of employable SARs. In the least, however, it is fair to say that these changes have had some impact on the numbers.

While definitional changes have had a significant impact on employable SARs, so too have efforts by the provinces to cut the levels of assistance provided to this group of welfare recipients. In 1981, for instance, British Columbia announced a policy which permitted reduction in benefits to single mothers who were expected to, but were not actually working. More recently, both Quebec and British Columbia have tried to cut welfare costs both by rooting out welfare abusers and by emphasizing the obligation on employable SARs to actively seek a job unless they want their benefits suspended.

Criticisms of the employable/unemployable distinction and implications for CJS training programs

A number of welfare and anti-poverty organizations have expressed their dissatisfaction with the employable/unemployable distinction made by the provinces. Indeed, the major criticism levelled against the employable/unemployable distinction is that it discriminates unnecessarily between these two groups in terms of the level of welfare benefits provided. In the opinion of the Social Planning Council of Ottawa Carleton, for instance, employable SARs' entitlements are "established more in accordance with what one might call their risk of exposure to the temptation of idleness than any measure of need." Welfare advocacy groups argue that social assistance recipients who have the same material needs should be entitled to the same amount of financial support regardless of their employability status.

Critics note that at present current provincial systems do not provide for this equality of treatment. Instead, employable SARs are penalized relative to unemployable SARs in an effort to deter them from remaining on welfare for long. In the critics' view, this heavy-handed form of deterrence does not make sense when it is realized that the majority of recipients remain on social assistance for short periods only. Indeed, according to the Ontario government's Social Assistance Review Committee, fully two-thirds of General Welfare Assistance recipients (which includes most employable SARs in Ontario) were in the program for six months or less at March 1987; only 9 per cent had received assistance for more than two years.

Critics further argue that from a labour market perspective, the employability categorization also does not make sense. The fact that definitions of employability vary from province to province and that definitions in any one province have changed over time suggest that categorizing someone as employable does not necessarily imply that the individual is capable of working in the labour market. Indeed, many disabled individuals who are currently classified as unemployable want to work, and are capable of working. Equally, many sole-support parents and individuals with chronic back problems, respiratory ailments or psychiatric ailments may, on the basis of a cursory interview, be categorized as employable when in fact they are not capable of engaging in full-time work. Welfare groups argue that determining the employability of an individual is a complicated process that often has nothing to do with the visibility of a disability.

CJS training programs designed for SARs must rely on the existing provincial systems of employable/unemployable classifications. This implies that a SAR's eligibility for training programs will continue to vary widely from province to province.

Welfare Caseload Information

Information about the behavior of welfare clients as a specific population would be useful to federal level planners interested in designing training programs or other projects related to welfare assistance.

Unfortunately, data concerning caseload dynamics of income maintenance recipients is conspicuously absent at the federal level. One of the criticisms expressed by the Neilson Task Force Report in its review of the Canada Assistance Plan concerned the lack of information on income assistance program recipients. Part of the reason for the absence of consistent data collection under CAP is that the provinces have jurisdiction over their welfare programs. The provinces define program eligibility, set welfare rates and design their own methods of planning and program design. Since each province may or may not collect data for its own use, it becomes problematic for federal planners and researchers when questions arise concerning national caseload trends.

In its report entitled **Welfare In Canada: The Tangled Safety Net**, The National Council of Welfare succinctly states the current data gap problem:

"While we have information on the age, sex and family type (single parent, two parent) of welfare recipients, we cannot provide a more detailed national picture of the basic characteristics of

Canadians on welfare. There is no set of categories common to all jurisdictions with respect to, for example, reasons for being on welfare ... we do not know how long people remain on social assistance and how often they have to use the system. We have no idea of the actual average amount of benefits received by recipients in various categories. No information is readily available on a province-by-province basis of changes in welfare rates over the years."

Little has happened to close the gap in data since November 1987, when the National Council of Welfare's report was published. Work being undertaken by the Economic Council of Canada may help researchers understand some of the long-term dynamics of welfare caseloads, but the research is only at a preliminary stage.

Formative work on the dynamics of poverty in the United States by Mary Jobane and David T. Ellwood has broken new ground in understanding movements into and out of poverty. By constructing a "spell methodology" Jobane and Ellwood provide some key insights into the poverty population. The methodology looks at "spells of poverty" using exit probabilities to examine the time that people are poor and the beginning and ending of "events" to understand why people move into and out of poverty. Some of the findings of their work include:

- Most of those who ever became poor will have only a short stay in poverty.
- At the same time, the majority of people who are poor at a given time will have very long spells of poverty before they escape.
- Most people helped by welfare programs to aid the economically disadvantaged use them only briefly, but the bulk of resources go to a much smaller group of people who have very long stays in poverty.
- A decline in household earnings explained poverty spell beginnings in only a minority of cases. In nearly half the cases family structure and life cycle events were associated with the start of a poverty stay.
- Increased earnings of all household members was the primary route out of poverty.

The poverty population is extremely heterogeneous. For instance, youth have relatively short spells of poverty, but some groups, particularly children and many blacks, often have very long stays. Almost 20% of poverty spells of children begin at birth. When they do, poverty lasts for about 10 years. The average poor black child appears to be in the midst of a poverty spell which will last for almost two decades. Only a small fraction of those who enter poverty in any given year will be chronically poor. But people who will have long spells of poverty represent a sizable portion of the group labeled "the poor" at any one time.

Other U.S. literature, based on longitudinal studies of the poor, have also invalidated the idea of a stable segment of the population living in poverty for long periods of time or even from generation to generation. What emerges instead is a mobile and relatively short-term urban poor population whose size and composition shift constantly in response to fluctuating labour market conditions. Even counting those individuals who comprise the least socially mobile segment of the poor, there is a striking amount of movement into and out of the labour market.

The most widely cited of these studies was conducted by researchers from the University of Michigan. It examined case records of 5,000 families who have received some form of social assistance at any time between 1969 and 1978. While 10 percent of the state population was receiving benefits at any one time throughout these 10 years, an impressive 25 percent of the population was at one time or another in a household receiving benefits. The widely held belief that welfare concerns only a tiny segment of society is therefore drawn into question.

Although welfare concerns a large segment of the population in this study, the population uses welfare for very short periods. Only one-half of the beneficiaries received benefits for two years or more. The average duration of the benefit was three months. One-half of new applicants had found employment within one year. Those employed for two years or less out of the ten accounted for 17.5 percent of beneficiaries. Only 7.7 percent of beneficiaries received no income from employment during the complete ten year period.

Research on poverty dynamics is still a relatively new field in the United States but much of the findings have relevance to the Canadian context. More sophisticated models that take into account "exit probabilities", the length of time that people are poor and beginning and ending "events" are needed to understand why people move into and out of poverty in Canada.

Some welfare department studies have been done in Canada at the sub-provincial level regarding the movement of welfare clients but these studies are short-term, not required by law and are not done on a continuing basis. One example of such a study confirms the results of research done in the United States. In Ontario, caseload data was gathered over a two year period. The average stay on General Welfare Assistance for first time applicants was three months. For Family Benefits Assistance recipients, the duration of benefits varied significantly with age: from 12 to 17 months for eighty percent of mothers aged between 16 and 19, to 6 years or longer for 92 percent of FBA mothers aged 39 and older.

The results of the U.S. caseload dynamics studies and the scanty information available in Canada confirm the notion that the welfare caseload is made up of a heterogeneous population that move on and off welfare. In the absence of longitudinal studies, however, researchers in Canada will be unable to determine the precise patterns of the population that utilizes income security programs.

TABLE A1
Estimated Number of Social Assistance Cases/
Recipients under the Canada Assistance Plan - March, 1988

	Cases	March, 1988 Recipients
Newfoundland	20,300	47,900
P.E.I.	4,400	8,900
Nova Scotia	36,600	73,800
New Brunswick	35,400	70,600
Quebec	357,900	594,000
Ontario	288,200	533,500
Manitoba	34,300	62,700
Saskatchewan	29,900	60,300
Alberta	69,900	149,800
British Columbia	138,000	241,100
Northwest Territories	3,000	9,300
Yukon	500	1,100
TOTAL	**1,018,400**	**1,853,000**

SOURCE: March, 1988 - Information Services Section submission for the Canada Assistance Plan Annual Report

TABLE A2

Canadian Jobs Strategy Estimated Expenditures on Social Assistance Recipients by Province
Fiscal year 1988-89* ($000's)

Region	SARS Component 1[1]	SARS Compenent[2]	TOTAL SARS
NFLD	5,337	4,359,	9,696
N.S.	6,628	4,999	11,627
P.E.I.	2,711	642	3,353
N.B.	13,489	7,000	20,489
QUE.	68,069	36,500	104,569
ONT.	40,022	49,886	89,908
MAN.	9,875	6,000	15,875
SASK.	10,798	7,000	17,798
ALTA/N.W.T.	12,384	16,960	29,344
B.C./Y.T.	31,837	28,000	59,837
CANADA	201,150	161,346	362,496

* Data as at March 31, 1989

1 Component 1 refers to expenditures on social assistance recipients as a result of ongoing agreements between Employment and Immigration Canada and provincial territorial governments.

2 Component 5 refers to expenditures on social assistance recipients under the fund diversion agreements between the Canada Assistance Plan and the province (CAP/SAR Employment Initiatives).

TABLE A3

Canadian Jobs Strategy Estimated Expenditures on Social Assistance Recipients by CJS Program
Fiscal year 1988-89* ($000's)

CJS Program	CJS Expenditures on "SARs"	Total CJS Expenditures
Job Development	175,588	414,490
Job Entry	157,538	426,537
Skill Shortages	4,134	255,879
Skill Investment	908	81,308
Community Futures	24,327	120,633

* Data as at March 31, 1989.

APPENDIX 2 - The Origins of the Employability Enhancement Agreements

The Canadian recession of the early 1980's brought on a rapid increase in the number of people on welfare as unemployment rates soared. As the welfare caseloads grew, it became apparent that the largest proportion of the growth was made up of people deemed "employable". The total number of welfare cases increased in Canada from about 720,000 in 1980 to one million in 1984.

According to Health and Welfare Canada, over one million people remained on welfare at the end of 1988. In practice, however, the number of Canadians dependent on social assistance was even higher, since the above statistics do not include those Native Canadians who are living on reserve and collecting welfare benefits. While data collection for native SARs is not yet comprehensive, it is clear that estimates of the number of Canadians defined to be on social assistance would be substantially higher if on-reserve native people were included.

Table A4 below reveals the growth in the proportion of welfare clients who are "employable" and compares the growth to annual unemployment rates.

The rapid increase in caseloads put pressure on various levels of government to address the problems of unemployment and welfare dependency. At a conference held in April 1985, the Federal/Provincial/Territorial Ministers of Social Services initiated a review of proposals to enhance the employment opportunities of social assistance recipients. They organized a conference in September of that year which culminated in the "Four Cornered Strategy". This agreement provided the foundation for federal/provincial accords which were later signed by all the provinces. Under the agreement, the federal government designated portions of the Canadian Jobs Strategy for social assistance recipients. It also changed the guidelines of the Canada Assistance Plan to make it easier for provinces to continue some social assistance benefits for a limited transition period for employment and training purposes.

TABLE A4
Estimated "Employable" Component of Social Assistance Caseloads Compared to National Unemployment Rates

	% Welfare Employables*	Annual Unemployment Rates**
1980	35.2	7.5
1981	36.1	7.5
1982	38.9	11.0
1983	45.9	11.8
1984	46.2	11.2
1985	48.0	10.5
1986	50.0	9.5
1987	49.0	8.8
1988	46.0	7.8

* National Health and Welfare, Courrier Data Base

** Statistics Canada - Publication 71-201, Historial Labour Force Statistics.

The key component of the agreement is known as the Employability or Diversionary Fund. The fund allows federal and provincial programs to expand beyond traditional allocation levels and to divert money from social assistance into training or work experience programs for welfare recipients. This provision was to be negotiated separately between each province and the federal government. Provincial governments were expected to make an equal contribution. To date, all the provinces and the Northwest Territories have signed separate accords or "memos of understanding".

The "four cornered" agreement was a concerted effort by both federal and provincial governments to address unemployment. It opened up the funding streams which both levels of government had previously used in separate capacities. Specifically, the agreement focussed on four areas of concern governing social assistance recipients:

- overcoming the disincentives faced by social assistance recipients when they attempt to enter or return to the labour market;
- addressing the role the Canadian Job Strategy (CJS) was to play in serving the needs of social assistance recipients;
- overcoming the disincentive for provincial departments faced with lone financing of employability programs for social assistance recipients and simultaneous loss of Canada Assistance Plan (CAP) support for the recipient embarking on a program;
- improving the inter-departmental and inter-governmental coordination to meet societal needs.

The Ministers recognized that without immediate and improved government intervention, an ever increasing number of individuals and families would become trapped in costly and long term welfare dependency. They agreed to commit themselves to making maximum use of the Canadian Jobs Strategy, the Canada Assistance Plan and other employment and training programs. Their agreement resulted in a seven point strategy that was designed to achieve greater self-sufficiency for social assistance recipients (SARs).

- Negotiate, for each province and territory, participation targets for social assistance recipients in the Canadian Jobs Strategy.
- Make immediate changes to the Guidelines of the CAP to encourage greater participation by social assistance recipients in training programs and employment.
- Use a portion of the Innovations Program of the CJS to support innovative initiatives for enhancing the employability of social assistance recipients with federal and provincial officials to prepare a specific set of proposals by the end of 1985, for review by the National Innovations Advisory Committee.
- Initiate federal/provincial/territorial employment and training pilot projects under the CAP. These projects will be designed to determine the effectiveness of experimental approaches in promoting self-sufficiency among social assistance recipients.
- In additional to the first above, to expand opportunities for social assistance recipients to participate in training and employment by permitting provinces, who wish to do so, to refer social assistance recipients to CJS programs or similar provincial programs, and also to transfer to those programs those funds that the provinces would have spent on social assistance payments to those clients. The federal government will then transfer an equal amount of money, which would have been paid under the CAP as the federal share of the social assistance payment, to the programs involved.
- Cooperate in gathering the information needed to assess the benefits and costs of programs to enhance the employability of social assistance recipients.
- Maintain the "four-cornered" collaboration among National Health and Welfare, Employment and Immigration Canada and provincial departments with social services and labour market responsibilities in the implementation of the present agreement.

Since the framework was established, the federal and provincial governments have spent a total of $800 million (based on a 50/50 total shared cost contribution).

Recently, the federal government has announced that it wants to further develop programs that will increase the employability of social assistance recipients. The government's Labour Force Development Strategy has earmarked $50 million for expanded programs to address SAR employment problems out of re-allocated money from UI, plus an equal amount of CAP-related money, for a total federal contribution of $100 million. It is anticipated that the provinces will also spend $100 million in matched funding for the programming.

	Federal	Matched Amount By Provinces
1986-87	$100 million	$100 million
1987-88	$100 million	$100 million
1988-89	$200 million	$200 million
Total	$400 million	$400 million

APPENDIX 3 - Evaluation of Canadian Jobs Strategy Programming for Social Assistance Recipients

SAR Participation in CJS

Consistent with the focus on the long-term unemployed and those who have difficulty making a successful transition into the labour market, the Canadian Jobs Strategy has identified social assistance recipients (SARs) as a target group in two of its programs: Job Development and Job Entry. The CJS's special focus on SAR clients appears to have had an impact on the number of welfare recipients participating in training programs. In pre-CJS programs, SARs accounted for about 10% of training participants whereas SARs constituted about 30% of the jobless. Under the Four Cornered Agreements, participation by SARs in federal (CJS) training programs has risen moderately. According to a July 1988 review of CJS produced by Employment and Immigration Canada, SARs now comprise 13% of all CJS participants or 16.4% when those CJS participants who are apprentices are excluded. SAR clients currently make up 21.6% of all Job Development participants and 12.5% of Community Futures participants. In contrast to the above programs, SAR participation in Skill Investment and Skill Shortages programs is minimal.

Three month follow-up survey

QUESTIONS ASKED	RESPONSE NO #	%
Employed Full Time	7,462	30.9
Employed Part Time	2,986	12.4
Self-Employed	240	1.0
Total Employed	10,688	44.3
Unemployed & Seeking Work	9,729	40.0
In Training	1,953	8.1

Twelve month follow-up survey

QUESTIONS ASKED	RESPONSE NO#	%
Employed Full Time	3,274	36.9
Employed Part Time	1,278	14.4
Self-employed	144	1.6
Total Employed	4,696	52.9
Unemployed and Seeking Work	2,291	32.9
In Training	588	6.6

An Evaluation of CJS

Employment and Immigration estimates that since the Four Cornered Agreements were enacted, over 3,000 employability enhancement projects have been approved.

Table A5 presents a breakdown by province and number of participants for the projects.

Information about CJS/SAR initiatives is provided by two methods: evaluation of specific SAR projects; and data analysis provided by client surveys after training has taken place.

Evaluation material is limited. There are only a handful of project evaluations available to researchers and program designers. Many project evaluations are in the early stages of development since the programs they are accessing are also relatively new. Therefore, the majority of information concerning the impact of training programs comes from user surveys conducted after the completion of training. The Canadian Jobs Strategy Group at Employment and Immigration Canada conducts follow-up surveys on all CJS training recipients. The surveys are conducted by contacting clients three months, and later twelve months, after they have completed a training course.

The response rate for the mail questionnaires is quite high (averaging 63.3%). The SAR client group response rate is lower than the overall response rate - averaging about 54%. After proper weighting and sampling errors are taken into account, the results provide CJS planners with measures of program outcomes. Two key measures that CJS uses are the "Employment Rate" and the "Impact Rate". The Employment Rate is the ratio of respondents who indicate they are presently employed (either full-time, part-time or self-employed) to the total number of valid responses. The Impact Rate is the ratio of respondents who indicate they are presently employed or taking further training to the total number of valid responses.

The most recent 3 month follow up survey conducted by CEIC (April 1986-November 1988) reported that of 33,311 clients surveyed, 24,219 valid responses produced the following results:

TABLE A5
CJS/SAR Projects
Regional Summary (July 31, 1989)

Province	Number of Projects	Number of Participant	$ Total Contribution
NFLD.	15	114	853,871
N.S.	54	288	2,341,224
P.E.I.	3	23	163,994
N.B.	188	588	3,517,376
Quebec	64	610	5,489,651
Ontario	1,289	2,637	24,218,220
Manitoba	108	540	3,539,855
Sask.	U86	575	5,256,502
Alberta	478	978	8,871,878
B.C.	788	1,643	11,063,037

NOTE: Data represents anticipated number of participants and expenditures at time of contract signings. Final figures are expected to be higher.

- The 12 month follow-up survey (April 1986 - January 1988) reveals that of a total of 8, 877 SARs interviewed, 52.9% of training recipients found some sort of employment.
- The survey information indicates that SARs are benefiting to some extent from CJS training programs. Unfortunately, the survey material does not provide enough information about specific projects or about the kinds of employment found after training.
- SARs have high employment and impact rates (over 50% in both cases) compared to other client groups. Nonetheless, about 40% of SARs are experiencing unemployment after training. Indeed, many SARs who were not on social assistance prior to the training have had to apply for welfare after the training.

Qualitative Research

While quantitative evaluations of SAR training programs suggest moderate rates of success, qualitative research done by the National Anti-Poverty Organization suggests that success rates for CJS/SAR training programs continue to be hindered by problems of poor program design, lack of adequate income support for trainees and almost non-existent linkages between the various programs run by different levels of government. A recent NAPO survey of 89 former CJS/SAR trainees concludes that poor advertisement of programs and the uneven quality of training programs are probably the greatest flaws in current programming. Indeed, ensuring consistent quality across all CJS-Four Cornered Agreement programs appears to be the biggest single criticism levelled against existing programming.

According to the NAPO survey many respondents complained that their training courses were far too short to provide any grounding in a subject; instructors had no practical experience; and the necessary equipment was inadequate or unavailable. Other respondents complained about the lack of "real" work experience in their employment preparation while several other participants reported subtle racism within their programs, as well as biases against them as women or as poor people. It appears that the more personal barriers an individual SAR faced (eg. being disabled, or from a visible minority), the greater their vulnerability.

While quality problems continue to plague many CJS/SAR training programs, by far the greatest single impediment to job training cited by former SAR trainees was access to affordable, quality child care. According to NAPO interviewees in Toronto, 50% of single-parent women were forced to leave their training programs because of child care problems. Despite this and many other hardships present in the existing training structures, however, 78% of respondents said that they considered themselves better off from undertaking training, even though only 41% said they got jobs as a result, while another 28% went on to further training.

In the absence of further research, it is difficult to determine which programs are proving more beneficial to SAR clients, which are designed most effectively, and what kind of training leads to better employment prospects. It appears that to some extent the rules and procedures regulating entry into CJS programs are preventing some employable SARs from gaining access to the training they deserve. Equally, there is some question as to whether "standardized" CJS training programs are appropriate for SARs given that many SAR clients face pre-training barriers such as illiteracy, a poor facility in English or French, an insufficient grounding in basic education, and a lack of confidence. These personal barriers compound existing program barriers such as a lack of daycare facilities, an almost total absence of extensive counselling opportunities and insufficient income allowances for clothing, transportation, etc.

Future Direction of Evaluative Research

The available evaluative data makes clear that survey research is no substitute for program impact assessment and program evaluation methods when answers are sought to client specific and program specific questions. There are no easy answers to determining what the best program approach is so that SARs can acquire the necessary skills to over-

come their dependence on social assistance. No program has proven universally effective. There is probably a need for a variety of approaches which address different clients in different circumstances.

While the state of evaluation research is poor, there are some recent initiatives that hopefully will provide new information. An Innovations sponsored project entitled the Employability Resources Network has undertaken several project evaluations, including some CJS/SAR projects and other employment training programs. The $4 million project is designed to provide a data base inventory of projects for use by project designers and planners. Evaluation material, related research publications and other employment project material will be contained in the data base. At the present time, only two evaluations and three impact assessments have been completed (out of the 17 project evaluations scheduled).

Despite the sparse evaluative evidence, there is strong support from the political and bureaucratic level for the view that the employment enhancement initiatives are working and should continue to expand. Federal, provincial and territorial officials participating in the National Program Meeting on the Employability Enhancement Initiative shared the view that since the 1985 Four Covered Agreement was signed, much progress has been made. Meeting participants (in June 1989) expressed the view that a greater degree of cooperation now exists among departments and between levels of government with regard to employability enhancement programming.

It was recommended that:

- information systems be improved
- a longer term funding framework for the programs be adopted
- authority and responsibility be decentralized to the field level while still maintaining recognized standards.

The current lack of specific evaluations of SAR employment programming has not stopped federal, provincial and municipal governments, along with welfare advocacy groups, from agreeing that employment training for SARs is a good program approach.

APPENDIX 4 - Statement of Principles for Reform as Outlined by Previous Social Assistance Reports

Both Ontario and Manitoba have recently undertaken reviews of their social assistance systems and in doing so reached a similar conclusion: that social assistance remains a system whose policies and objectives are unstated, multiple, and often conflicting. This confusion of principles has arisen primarily because rapid growth and frequent alterations have been made to the social assistance system in the past without consideration of overall policy. As both provincial reports noted, there is a need to correct this situation by clearly articulating the broad principles which should guide future reforms made to the social assistance system. Both provincial committees have formulated a list of general principles on which they based their recommendations for reform. The Task Force fully supports the principles of reform outlined in these two provincial reports and, consequently, has reproduced them below in a summarized version. In the Task Force's opinion, the following principles should serve not only as a benchmark for social assistance reforms, but for social policy initiatives of a much broader kind as well.

In general, reform of the social assistance system should be guided by six fundamental principles: prevention, adequacy, equity, comprehensiveness, and flexibility. The rationale for these principle is outlined below.

Prevention

As both the Manitoba and Ontario Social Assistance Review Committees observed, the primary objective of social assistance "must be to ensure that individuals are able to make the transition from dependence to autonomy, and from the margins of society to integration within the mainstream of community life." The emphasis of these provincial reports on assisting individuals to reintegrate into the mainstream of the labour force and community life underlines the importance of giving social assistance recipients (SARs) alternatives to long term dependence on social assistance. The goal of all reforms and recommendations, therefore, must be to prevent welfare recipients from remaining on welfare to the point that they lose their self-confidence and sense of community.

The principle of prevention should extend even further to the point that all reforms to both the social assistance system and to other areas of social policy should aim to reduce the number of individuals who must ultimately resort to social assistance. Literacy training and provision of English as a second language courses are just two examples of training programs which are preventative in nature. By most counts, investment in an individual's skills base before or at the beginning of a period of unemployment is a more effective technique than waiting for a disadvantaged individual to slip into a position of desperation and hardship.

Adequacy

Social assistance benefits remain well below poverty levels for a number of reasons. Primary among them is the belief that the generous provision of benefits and training programs act as a disincentive to SARs who are capable of returning to the mainstream work force. Indeed, among those SARs deemed to be employable, benefit levels are much lower than they are for unemployable welfare recipients.

Levels of income and training support among unemployables is also considered by most observers to be inadequate. Among unemployable SARs, for instance, access to basic items that are deemed special needs (such as prosthetic devices, wheelchairs, transportation costs, dental services and moving expenses) is subject to administrative discretion and may not be provided at all. Adequacy problems also arise for a large number of SARs as a result of the high costs of shelter and non-subsidized daycare.

In the area of training policy (which is the major concern of this task force), questions of adequacy arise with respect to the amount of training allowances provided and the availability of supplementary allowances for items such as transportation, daycare, clothing, etc. Adequacy is also a factor in discussions about the need for continuing benefits after a SAR has returned to full employment.

Equity

Reforms to the social assistance system should follow the principle of treating equally deserving individuals equally. Equity is considered by most individuals to be a driving principle behind the social insurance system and yet, for policy reasons that are neither well articulated nor measured for their impact, the equity principle is overridden again and again. The random distinction between employable and unemployable SARs with their different level of benefits is just one example of how the federal and provincial governments have neglected equity considerations. Other provincial examples of discrimination include: 60-64 year old men receive less than women of the same age; some essential benefits are provided only at the discretion of staff; and widows receive Family Benefits earlier than separated spouses.

Comprehensiveness

Comprehensiveness suggests extending the purpose of social assistance system beyond the delivery of simple income maintenance to the delivery of real opportunities for employment and integration into the mainstream community. Comprehensiveness generally implies taking a longer-term view of what the needs of a particular welfare recipient are. It may mean designing training programs that look not just at the basic needs of SARs, but also at supplementary (but equally essential) needs such as daycare for single mothers, and support devices for the disabled. It may also suggest addressing the special needs of former SARs and others who make up the working poor.

In general, comprehensiveness implies a need to look at both the micro issues that affect SARs (e.g. benefit levels) and the macro issues such as government employment policy and the general state of the economy. Comprehensiveness also implies bringing together business, labour, educators, government and all other relevant community members to develop employment and training programs which take advantage of the expertise and resources available from each relevant group.

Flexibility

The principle of flexibility suggests providing SARs with program choices which allow them better control over their future. Building flexibility into policy recommendations acknowledges the fact that the needs of welfare recipients (including their need for training and skills upgrading) can vary widely. Even among single parent recipients who appear to face the same material hardship, needs and wants will be different. The social assistance system, to the extent possible, should accommodate this diversity. At the same time, however, the welfare system cannot increase program flexibility at the expense of equal treatment for everyone. The principle of flexibility must be balanced with the need for equality of opportunity for all SARs.

Simplicity

As one provincial report has noted, "social assistance services remain only theoretical rights if people cannot obtain access to them where and when they are needed. The system must be simple, easily understood, and responsive to need on a timely basis." Unfortunately, the current social assistance system fails to meet this criteria. Its morass of programs, criteria and benefit structures confound

all but the most expert. The general lack of program coordination among the federal, provincial and municipal government levels make it difficult for any recipient to know the full range of programs and opportunities available to him or her. The problem is even more complex for those individuals who speak languages other than French or English. For these individuals, the necessary dialogue between recipient and welfare case worker often cannot even begin because translation services are either unavailable or imperfect.

Reducing complexity could mean streamlining program criteria and entry requirements for some programs. In the least, simplicity dictates providing both recipients and the public with more information about how the system works. It may also mean providing more trained, sensitive staff who are able to provide timely support to people in need.

APPENDIX 5 - Social Policy Issues Which Impact on Training for Social Assistance Recipients

While many of the larger areas of social policy fall outside the purview of the Task Force, it was felt that these issues must be at least acknowledged. Consequently, this section attempts to outline those areas where the Task Force believes existing social policy has a significant negative impact on training opportunities for social assistance recipients.

Child care

In 1988 almost 2 million child care spaces were needed, yet only 10 per cent could be accommodated by the formal child care system. The remaining 90 per cent were looked after by relatives, friends, left with baby-sitters and other unlicensed caregivers, or simply left alone. Unsubsidized child care can represent some 35-40 per cent of the average earnings of working mothers. This inconsistency of availability and quality of child care is noteworthy not only for the inequities it produces but for the problem it raises of portability. For instance, a sole support parent in North Bay who has subsidized child care is likely to have difficulty finding an equivalent subsidized child care position when he or she moves to Toronto to undertake employment, primarily because demand for subsidized child care spaces in most urban areas such as Toronto far outstrips supply. For social assistance recipients, child care is a particularly vexing problem. Without ensured access to subsidized preschool and after school child care, as well as flextime child care for shift workers, many single parents and poor families are unable to take advantage of the training programs available to them.

Inadequate Financial Support for the Working Poor

The real decline in the minimum wage over the last two decades has swelled the ranks of the working poor. More and more Canadians are finding it increasingly difficult to earn an adequate income from full-time employment. This is in part due to the fact that there is a lack of supportive policies such as a higher minimum wage, negative income tax and in-kind subsidies which are directed towards the working poor. Equally important, however, is the fact that unlike social assistance, wages in the labour force do not increase with family size.

The Task Force is concerned that recommendations to provide enhanced training and employment opportunities to welfare recipients will only further disadvantage the working poor relative to SARs. The working poor also have a right to training and skills upgrading opportunities which could raise their income earning ability. The provincial and federal governments must address the growing discrepancy between these two groups of poor.

Housing

Perhaps more than any other policy area, housing has a significant impact on the well being and economic means of social assistance recipients. In many urban areas, SARs are forced to spend more than 50 per cent of their welfare benefits on housing, leaving them little if anything for other basic necessities such as food and clothing. In Toronto, for instance, the lack of affordable housing is cited as a major reason for the explosion in the number of food banks and food distribution centres. The wide regional variation in housing markets makes it difficult for national policy to address the issue. Moreover, as a provincial responsibility, many provinces may wish to address the issue in different ways, such as through greater non-profit or co-op housing, increased affordable private sector housing, or rental subsidies. However the issue is addressed, it is clear that SARs (and the working poor) require some sort of housing assistance if they are to be able to live and work in areas that are characterized by tight housing markets.

Literacy

The Task Force strongly believes that poor levels of literacy and numeracy are a major reason for the difficulties SARs experience in trying to reintegrate back into the mainstream work force. Several surveys cited in **Transitions,** (the report of the Ontario Social Assistance Review Committee) suggest that 50% or more of social assistance recipients are functionally illiterate. The link between unemployment and low educational attainment associated with illiteracy is well established. Studies indicate that those with less than eight years of formal education have a much higher rate of unemployment than those with more formal education. In addition, there is a strong correlation between low levels of education and poverty.

At present, illiteracy functions as a barrier to programs specifically aimed at helping the unemployed return to the labour force. This is because many training programs which could help SARs become more employable have prerequisites of Grade 10, 11, or 12. Both the federal and provincial governments have undertaken several initiatives recently to combat illiteracy.

Employment Equity

In a recent survey of SAR trainees produced by the National Anti-Poverty Organization (NAPO), a number of female participants recounted experiences of sexual harassment and negative stereotyping in terms of the occupational training they were offered. A significant portion of government training programs continue to offer women training in low paid clerical positions while male recipients are given training in higher paid manufacturing and construction occupations. This situation often worsens once the recipient leaves training and begins full-time employment in the private sector. In both hiring, training and promotion practices, former recipients (particularly female recipients) face widespread discrimination compared with other workers in the private sector. While recent employment equity legislation at both the federal and provincial level should improve the training and employment prospects of all SARs, more still needs to be done by private and public sector employers to ensure that recipients and other disadvantaged workers are given the same opportunities for advancement and training as other employees.

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TASK FORCE MEMBERS

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Marcy Cohen is a representative of the Canadian Congress for Learning Opportunities for Women. For the past five years she has co-ordinated several major research projects, developed workshop materials and taught courses on women, work and technological change for the Women's Skill Development Society in British Columbia. Prior to that she worked for eight years for the Ministry of Social Services and Housing as an Employment and Training Co-ordinator.

Ken Murdoch is Director of Programs at Northwest Child and Family Services Agency in Winnipeg. Previously he was the Executive Director of the Social Planning Council of Winnipeg. During 1982 and 1983, he was a member of the Task Force on Social Assistance which examined social assistance programs in Manitoba.

Linda Torney is President of the Labour Council of Metropolitan Toronto and York Region. Prior to her election as President, she was Treasurer of the Council from 1982-88. From 1984 - 88, she was a negotiator for the Ontario Public Service Employees Union. Ms. Torney is a member of the Metropolitan Toronto Advisory Council On Economic Development and on the Executive of the Metropolitan Toronto District Health Council. She is also Associate Director of the Canadian National Exhibition Board.

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Peter Woolford is Vice-president of the Retail Council of Canada, a position he has held since 1988. Before joining the Retail Council, he worked, from 1984-88, with the Ontario Federal Co-ordinators' Office; with the Federal Ministry of State for Economic Development from 1982-84; and from 1974-82, with the Federal Department of Industry, Trade and Commerce.

PART IV
Apprenticeship

REPORT OF THE TASK FORCE

FOREWORD

This past summer, we were invited to become members of a Task Force on Apprenticeship Training. This Task Force is one of seven Task Forces established to provide private sector advice to the Minister of Employment and Immigration on the Labour Force Development Strategy.

The mandate of our Task Force was to examine the appropriateness of current policies, programs and practises that affect apprenticeship training in Canada today, and to consult on ways to introduce effective change.

In carrying out our mandate we discussed a wide range of issues. Some of these were broad in scope and concerned apprenticeship as a training approach that combines practical on-the-job training with theoretical in-school instruction. Others were specific in program detail requiring changes in current practices, for example, to encourage the participation of more women in a broad range of apprenticeable occupations. On all issues, we began with a strong personal conviction that apprenticeship is a proper and desirable method to provide advanced education and skill training for workers, and as such deserves strong support from governments, business and labour. At the same time, we recognize that there are problems in the current program and that change is in order. While we are cognizant of the jurisdictional responsibilities for apprenticeship that are shared by the provincial and federal governments, we are of the strong conviction that labour and business must play a more active role at the national level in implementing change.

The one area that was the focus of a good deal of our attention was the issue of national standards. The lack of standardization across provincial and territorial jurisdictions in levels of skill proficiency, in curricula, and in log hours required introduces inequities and inconsistencies into apprenticeship, and obstructs mobility and efforts to address skill shortages. We believe it is imperative that efforts be made to increase standardization in apprenticeship programs for all occupations that provide employment in two or more provinces.

As Task Force members we were acutely aware of the complexity of the issues with which we had to deal, and the time restrictions that were an inevitable part of this exercise. Our report contains 30 recommendations that we believe will make a significant contribution to addressing some of the problems in apprenticeship today, and in managing change for tomorrow.

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INTRODUCTION

Apprenticeship is a training approach that combines practical on-the-job training with theoretical in-school instruction and as such has existed as a model of vocational training since classical times. A distinguishing feature of apprenticeship is the existence of a contractual relationship between the apprentice and the employer, a union, or a joint industry committee. Another distinguishing feature is the emphasis on on-the-job training which accounts for over 80 percent of the apprentices' time.

The first point the members of the Task Force wish to underline is their commitment to apprenticeship as a system of advanced education and skill training, and their belief that it could serve as a useful model for other types of vocational preparation. Members of the Task Force are of the opinion that in the past apprenticeship has not received the financial support, attention or commitment that it should have from government and industry.

Although apprenticeship is chosen as a form of post-secondary education by only a small number of those who leave high school , it is receiving more attention of late as labour market strategists search for effective entry level training programs.

There are currently several government programs in place designed to help people acquire the skills they need to move from school and enter into the labour force. Although the inequities of high youth unemployment and systemic barriers to labour force entry are motivating factors, the primary goal of these programs is labour force development. The overall objective of these programs is to develop the workforce we will need to guarantee Canada's economic well-being, and to increase our standard of living in the future. Labour force development policies therefore focus on preparing school leavers for long-term, meaningful employment.

Apprenticeship has in the past proven to be an effective method of providing the labour market with skilled workers. Furthermore, because apprenticeship is, by its nature, highly responsive to private sector needs, it is a training tool that can be used to ensure long-term labour force development. However, at the present time in Canada, apprenticeship is not commonly used as an entry level program in the traditional sense. Most apprentices enter the program after working in industry for some time. The average age of all apprentices in Canada is approximately 26 years. Only 10 percent of apprentices are below the age of 21 years. There is definitely a need not only to promote apprenticeship as a desirable method of providing advanced education and skill training, but also to promote it to young people who are preparing to make the transition from school to work.

The remainder of this paper addresses issues germane to apprenticeship in Canada today. While the Task Force recognized during their consultations that the circumstances of apprentices in the service industries, the construction industry and manufacturing often differs, many of the issues raised are generic to all apprentices.

Recommendation 1

Apprenticeship is a proper and desirable method to provide advanced education and skill training for workers and deserves strong support from government, business and labour.

Recommendation 2

Business, labour and governments, in co-operation with secondary and post-secondary learning facilities, should undertake a national campaign to promote apprenticeship in Canada as a proper and desirable form of advanced education and skill training.

RESPONSIBILITIES OF THE PRIVATE SECTOR, PROVINCIAL GOVERNMENTS, AND THE FEDERAL GOVERNMENT

Apprenticeship training is a well established system in Canada, and the respective roles of the key players are widely recognized. The responsibilities for apprenticeship programs are divided between the private sector, provincial governments, and the federal government. Employers, primarily in the private sector provide apprentices with on-the-job training and pay them a wage which varies from one occupation to another but is always less than the journey status wage. Persistent criticism is levelled against employers who do not undertake apprenticeship training even though they employ skilled tradespersons. Given the cost of apprenticeship training, the "free rider" issue is an important one. Public sector employers in Canada number among the guilty in this regard, because they employ a large number of trained journeypersons.

Labour markets in Canada are a shared jurisdiction. Apprenticeship is established, regulated and administered by provincial governments. The provinces have jurisdiction for any matters relating to the training and certification of the apprentices. In addition, the Canadian Council of Directors of Apprenticeship (CCDA) is composed of provincial representatives who not only represent their jurisdiction on the CCDA, but also have a broader role in establishing national standards through the Interprovincial Standards or Red Seal program. More is said about this program in Section IV.

The federal government, on the other hand, plays mainly a financial role having little say to date in substantive apprenticeship matters. Through the National Training Agreements negotiated with provincial governments, the federal government contributes to the course costs of the apprentices' in-school training. Income support for apprentices while they are in school is provided, for those who are eligible, from unemployment insurance. For apprentices who do not qualify for unemployment insurance, income support is provided through the Canadian Jobs Strategy (CJS). In some cases, especially in the manufacturing sector where provisions have been negotiated through collective agreements, employers supplement apprentices' UI payments bringing income support back up to normal apprentice wage levels..

It is obvious to members of the Task Force that many of the problems that have persistently plagued apprenticeship have stemmed from jurisdictional disputes and mutual suspicions between governments. Furthermore, unlike other education and entry level training programs, such as co-operative education, the primary emphasis in apprenticeship is on workplace based training. Task Force members are therefore of the conviction that the apprenticeship program is best developed and administered by government departments that have employment and training as their mandate.

Also, although the private sector is the key player in apprenticeship, there is little meaningful input by business and labour in the development of this system of advanced education and training. Although there are provincial apprenticeship boards in all provinces except Ontario, they are often inactive or they assume passive roles. Furthermore, there is no co-ordinated apprenticeship approach by business and labour that is national in scope or strategic in intent.

More input by business and labour at the national level both in terms of developing the apprenticeship program for specific occupations, and at a broader level of concern for apprenticeship as a system of education and training will be necessary if positive change is to be effected. The Task Force members agree that a proper role for business and labour would include:

- assisting the Canadian Council of Directors of Apprenticeship in developing national standards,
- advising governments on the volume of training that might meet future demands for specific occupations,
- advising governments on appropriate changes or improvements needed in skill levels or training approaches for a particular occupation,
- recommending ways of ensuring proper completion of training and recording of skill experience,
- advising governments and academic institutions on the appropriateness of pre-apprenticeship programs,
- advising the federal government on the expenditure of funds for journeyperson upgrading and updating,
- promoting apprenticeship as a method of advanced education and training.
- advising governments on the development of new apprenticeship programs.

Recommendation 3

A Canadian Apprenticeship Board (CAB) with balanced representation appointed by business and labour, which would include at least one woman from an organisation representative of tradeswomen, and with non-voting representation from governments, should be established to advise the Minister of Employment and Immigration and appropriate provincial ministers, on all matters pertaining to apprenticeship and pre-apprenticeship training.

Recommendation 4

Canadian Training Advisory Committees (CTACs), that are occupation specific in nature, (or where business and labour agree, sectoral in nature) should be established with representation from both employers, unions and where there are no unions present, with representatives of the trade. These committees will serve in both a developmental and advisory role working through the Canadian Council of Directors of Apprenticeship and the Canadian Apprenticeship Board addressing matters pertaining to apprenticeship, and pre-apprenticeship training, and where federal funds are involved, journey status upgrading and updating.

Recommendation 5

Given that apprenticeship is primarily a workplace based training program, the Task Force recommends that an appropriate provincial ministry other than a ministry of education develop and administer the apprenticeship program.

Recommendation 6

Public sector employers, including Crown corporations, should participate more as employers in the apprenticeship program, indenturing a proportional number of apprentices to the journeypersons they employ.

Recommendation 7

Private sector employers who do not participate in apprenticeship training should be strongly encouraged to do so.

Note: In recognition of the expertise that exists across all jurisdictions, the Task Force agrees that the terms of reference for the Canadian Apprenticeship Board and the Canadian Training Advisory Committees should be developed following consultation with the Canadian Council of Directors of Apprenticeship.

FUNDING APPRENTICESHIP TRAINING

Currently, all the players involved in apprenticeship contribute in some measure to the costs of the training. The largest portion of the costs are carried by the employers who provide the on-the-job training, and by the apprentices themselves who through earnings foregone and UI premiums subsidize their own training. Both the provincial and federal governments are also involved in funding aspects of the apprenticeship program, and these arrangements are currently under review.

Course Costs

The provinces are responsible for establishing and maintaining apprenticeship not only as a system of education and training, but also as an exclusive means of entry into certain occupations. In terms of costs, the provinces support the administration of the system and maintain the institutional training infrastructure.

The federal government, on the other hand, plays mainly a financial role having little say to date in substantive training matters. The National Training Agreements detail the amount of money that the federal government will spend on purchasing "seats" in provincial training institutions not only for apprentices, but for all its other clients as well, and what the conditions of expenditure will be. The overall funding level detailed in the National Training Agreements is important to the provinces, especially the smaller ones, because it establishes the number of apprentices that can be started during the year, and it provides the base funding for maintaining the provincial training facilities. From the total amount negotiated, the provinces then allocate funds to various courses, apprenticeship being only one.

The persistent criticism of the provinces has been that the federal government, especially under CJS, has cut back course purchases dramatically in the last three years. Under the terms of the most recent National Training Agreement, the course purchases for apprentices has been maintained at a status quo which gives the provinces little flexibility to increase the number of apprentices being trained. In the past the federal government has tended to rubber stamp the provincial training plans, but since the advent of the Canadian Jobs Strategy this is no longer necessarily the case.

There is no separate "Apprenticeship Program" in the Canadian Jobs Strategy. Funds to purchase seats in provincial training institutions for apprentices are provided through the Skill Shortages program of the Canadian Jobs Strategy. Current course costs equal about $84 million a year.

Two issues emerge. One concerns the overall amount of money committed to purchasing courses for apprentices. The second involves the appropriateness of using the Skills Shortage program of CJS to deliver the apprenticeship program.

The primary focus of the Canadian Jobs Strategy is to support the training development of those "most in need". The majority of CJS clients are people who are not in the mainstream of the labour force, and the CJS training provided for them is relatively short-term in duration. Apprentices are an exception to this description. They are members of the employed labour force, and apprenticeship training represents a long-term commitment by all those involved. Furthermore, the Skills Shortage program in the CJS is designed to assist employers who need workers possessing skills in short supply. Although support for apprenticeship could be targeted to only those trades designated in short supply, the program has never been limited in this way in the past.

It should be noted that in certain instances, apprenticeship training is delivered not through the traditional method described above, but rather through training trust funds (TTFs). Training trust funds have been established through collective bargaining by certain trade unions and firms, prevalently in the construction sector, to provide, or supplement, ap-

prenticeship training and also to provide skills upgrading and updating for journeypersons. The TTF then operates under the auspices of a joint board. In limited instances, TTFs have been granted the exclusive right to conduct apprenticeship training in a certain trade. In other cases, they work co-operatively with community colleges that traditionally provide the in-class training apprentices receive.

Recommendation 8

While governments should continue to fund apprenticeship , the Task Force is opposed to the use of unemployment insurance for purposes other than income maintenance. Funding of any type of classroom training by governments should only come from general revenue.

Recommendations 9

Apprenticeship and journey upgrading should be identified as a separate, on-going, long-term training program with a its own budget.

Recommendation 10

Separate National Apprenticeship Training Agreements should be negotiated between the federal and provincial governments, and the Canadian Apprenticeship Board should assume an advisory role in the negotiations.

Training Allowances

Usually, the employer officially "lays off" apprentices so that they can receive the classroom portion of their training. Although employers can continue to pay apprentices their customary wage while they are in school, this happens only in limited circumstances, notably in some industrial sectors. Income support for apprentices is provided, for the most part, through payments from Section 26 of the Unemployment Insurance (UI) Act. When an individual is not eligible to receive UI benefits, income support can be provided through the Canadian Jobs Strategy (CJS). Also allowances are provided to all apprentices through the CJS for other costs associated with in-school training such as childcare expenses, living allowances in the case of apprentices in remote areas who must leave their home in order to go to school, and associated travel expenses.

Although the amount of allowances and income support is modest, in the case of income support following the 60 percent of earnings rule, the real area of contention is the mechanism for payment when income support is provided through Section 26 of the UI fund. Individual periods of classroom training are usually eight weeks in duration. However, the earliest that UI benefits can be received is 4 to 5 weeks after application has been made. Sometimes benefits are not received until the apprentice has returned to their former employer to begin the next stage of on-the-job training. This causes unacceptable and unnecessary hardship. Furthermore, Task Force members feel that for the sake of logical consistency a clear distinction should be made between income support for apprenticeship training, and income maintenance required during periods of temporary job loss.

Recommendation 11

Administrative mechanisms should be put in place by the Canada Employment and Immigration Commission to establish separate provisions for the timely payment of income support and eligible allowances to apprentices during classroom training.

NATIONAL STANDARDS

The Interprovincial Standards Program (ISP), known by the Red Seal attached to the apprentices' certificate, was established in 1959 to promote high national standards in occupational training, examinations and certification. Once a minimum of six provinces agree that a particular trade should have a "national" standard, a detailed occupational analysis is done and a Red Seal exam is developed. Because the program fosters uniformity among provinces, it promotes the mobility of skilled tradespeople. For these reasons, it is important for the program not only to be promoted in the sense of expanding it to include more trades, but also to encourage more provincial participation. Currently, about 70 percent of all apprentices in Canada are training in trades for which Interprovincial Standards exams exist. However, the actual number of Red Seals issued is much smaller than this percentage would seem to indicate. The level of involvement and the number of apprentices that achieve a Red Seal varies by province and by trade. There is very little promotion of the Red Seal program in some provinces.

At the same time, the Task Force does recognize that apprenticeable occupations do exist that are specific to the unique characteristics of a particular provincial or territorial economy, and would not be applicable to other areas of Canada. It goes without saying that these merit being maintained, and that the attention of the Task Force has naturally been focussed on those occupations that are found nationally.

As was indicated earlier, it is a provincial responsibility to maintain apprenticeship administrative records. However, there is little consistency in files across jurisdictions, and reliable and timely data on national apprenticeship trends is very difficult to obtain.

The Red Seal program is administered by the Canadian Council of Directors of Apprenticeship (formally known as the Interprovincial Standards Program Co-ordinating Committee). As the name suggests, the committee is made up of the Directors of Apprenticeship from each province and territory and two members from Employment and Immigration Canada. The program remains a small one with an annual federal budget of $845,000 (1989/90), that provides occupational analysis, administrative support, and the printing and distribution of exams. Provincial governments also support the Red Seal program through the activities of their Directors of Apprenticeship, and their work as lead provinces in developing new exams. Currently there are 28 trades designated for which Interprovincial Standards exist, but in order to expand the program to include other occupations, the information and exam distribution systems would have to be converted to automated systems.

An Examination Sub-Committee is responsible for the methods and procedures used in the development, revision and administration of Red Seal exams. When an exam is being developed or revised, each province involved with that trade must unanimously accept the exam. Exams are revised every two to three years.

In some cases, candidates will only write the Red Seal exam giving them both qualification in the province and a Red Seal on their certificate. This is especially the case in smaller provinces or territories where there are few resources to develop and maintain separate exams. A pass mark for all Red Seal exams is 70 percent. A lower standard (60-65 percent) is required for provincial certification only. The rationale behind this two mark system is unclear. In the view of the Task Force, this system is unnecessary and highly undesirable.

While recognizing that there are legitimate differences in provincial regulations, the existing system has too many inconsistencies that hamper its effectiveness. The Red Seal should be recognized not only as a national standard, but also as the only common standard for certification.

If national trade exam standards are rigorously in place, then appropriate standardized provincial curriculum development will follow. Although the details of apprenticeship curriculum development, including the names of the committees involved,

may differ slightly from province to province, the process that is followed is essentially the same. Joint committees, along with government officials, are responsible for developing and maintaining the content and standards of the training. Provincial or private educational institutions are used to deliver the training.

Essentially there are three levels of occupational training. There should be a curriculum that is used to reach recognized proficiency in a particular trade. Whether a tradesperson works only within one province or moves to other jurisdictions should not alter the standard of proficiency required for that occupation, nor should inferior standards be acceptable. Any regional regulatory differences could be accommodated by provinces introducing additional material in the curriculum. Firms would then be responsible for any firm-specific training that would be required in addition.

Recommendation 12

More funding should be provided by the federal government to establish a full-time secretariat for the Red Seal program in order to expand the administrative functions of occupational analysis, record keeping, exam development and distribution.

Recommendation 13

The Red Seal program should be considered the only acceptable standard for those trades for which national standards are developed. Only one mark should be recognized as acceptable proficiency. The standard of proficiency should be developed in consultation with the Canadian Training Advisory Committees.

Recommendation 14

The Canadian Apprenticeship Board should consider recommending expansion of the Red Seal program to include any trade that provides for employment in any two or more provinces.

Recommendation 15

There should be a Canadian Training Advisory Committee for each Red Seal trade advising the Canadian Apprenticeship Board and the Canadian Council of Directors of Apprenticeship on all substantive training and certification issues pertaining to that trade.

Recommendation 16

In order to establish national standards, funds must be directed to Red Seal trades. Due to the complexity of the problem in some trades, a grace period is in order. Three years is considered reasonable; however, an extension could be considered, if there has been a demonstrated commitment to such standardization.

SKILL SHORTAGES

There is a great deal of evidence today of skill shortages in a large number of trades. Shortages are largely concentrated in low unemployment areas throughout the country. The strong cyclical performance of the economy since 1984 may account for many of the shortages. The slower economic growth forecast for 1990 can be expected to ease their extent, particularly in the construction trades. However, certain skill shortages appear structural, and may well persist even after the pace of economic growth declines.

The pressure of demography in Canada complicates the problem. Until the early 1980's, the baby-boom generation, born between 1947 and 1966, provided Canada's labour market with a steady supply of young workers. However, slowing rates of population growth since the late 1960's have meant that the current generation of young workers entering the labour force will make up a smaller supply of labour than the baby-boomers did. Assuming that the participation rate of youth remains at its current level of 70 percent, the potential pool of young people that could be recruited into apprenticeship programs will fall by 140,000 during the 1990's. Most of the decline will take place in the 20-24 year age group. This demographic trend could create serious labour supply problems exacerbating any skill shortage problems that may already exist.

One important way to resolve this problem is for industry to actively recruit more women and individuals from other designated groups such as natives and disabled persons whose current participation in apprenticeship programs is very low. The Task Force notes that there are some excellent examples of special programs and model projects put into place by certain employers and unions to integrate these people into apprenticeship programs.

Skill shortages reflect a failure of the supply of labour to keep pace with demand. The result is foregone output opportunities for employers and a loss of job opportunities for workers. The long-term solution to skill shortages is of course to identify where the shortages presently are, and will be in the future, and to provide training for the appropriate number of workers to fill these positions. However, the lack of a survey of existing job vacancies, and weaknesses in the methodology behind occupational projections, particularly on the supply side, make this type of human resource planning very difficult.

Measures to relieve skill shortages include increasing overtime, attracting workers with the necessary skills from other regions, recruiting from non-traditional groups such as women and other designated groups in order to expand the recruitment base, and finally recourse to immigration. Policies which improve interprovincial mobility and increase the overall supply of apprentices and journeypersons also prevent skill shortages from developing. It is also recognized that the boom and bust economic cycles, that the construction industry in particular has been very vulnerable to, has been a cause for skill shortages in the past. More careful planning is needed on the part of both governments and private industry to stabilize this kind of economic activity. Finally it should be noted that skill shortages can occur not only because the supply of people is inadequate for the demand, but also because the existing workforce does not necessarily have the required skills.

Recommendation 17

The Canadian Training Advisory Committees (CTACs) should provide the necessary occupational intelligence needed to identify critical skill shortages in their occupation.

Recommendation 18

The Canadian Apprenticeship Board (CAB) would receive recommendations from CTACs and plan national human resource strategies to prevent the development of skill shortages.

Recommendation 19

Governments, in partnership with business and labour, should undertake a national information campaign targeted at parents and students in particular, and the public in general, to describe a wide range of apprenticeable occupations depicting both women and men working.

WITHDRAWAL RATES IN APPRENTICESHIP

There is concern that a large number of apprentices withdraw from training before completing their apprenticeship. Unfortunately, data to understand trends within apprenticeship training have in the past not always been reliable or consistent across jurisdictions or timely in their availability. Furthermore, we are lacking appropriate international benchmarks. Administrative data provided to Statistics Canada by the provinces show that on average about 13 percent of total apprenticeship registrations leave the program in any given year. However, the ratio of discontinuations to completions in any given year is about 1 to 1.3, and the official government "quit rate", which is the ratio of discontinuations to new registration, is 33 percent. It is this relationship that is considered unhealthy. As might be expected, during the recession of 1981/82, more apprentices discontinued their training than those who completed it, and this has long term implications for skill shortages.

Lower withdrawal rates would result in a greater number of apprentices completing their training, and hence increase the supply of certified tradespersons. High withdrawal rates are costly to industry as a whole. However, it should be noted that many apprentices who never complete their program still do work associated with the trade and benefit from the training they did receive, so expenditure on the training is not entirely wasted.

Withdrawal from the apprenticeship program is due to a number of factors. Income levels are one. Apprentices are paid a rate that is in many cases substantially less than a journey status wage. In many cases, better short-term earning possibilities exist for apprentices in other jobs. In addition, their income is further reduced while they are in school and receiving unemployment insurance benefits. Administrative delays, detailed earlier, further exacerbate the apprentices' financial situation. The Task Force notes that in cases where the apprentices' wages are continued by the employer, the incidence of withdrawal from the apprenticeship program is much lower. Furthermore, cyclical downturns which cause employers to release their contract with apprentices have in the past been a major cause of withdrawals. Without a contract, apprentices are not eligible to undertake in-school training, and are therefore forced to leave the apprenticeship program. Apprenticeship training represents a long-term commitment on the part of both employers and apprentices, and sometimes frustration on the part of apprentices over the large number of hours required by the program before being eligible to attempt the certification exam is a cause for withdrawal from training.

Finally, although not a reason for withdrawal, difficulty in finding an employer who will undertake an apprenticeship commitment, is one important reason why apprenticeships are not undertaken in the first place. In this latter case, joint industry committees, prevalent in the construction industry, have proven to be an alternative mechanism for initiating an apprenticeship contract, and for providing an apprentice with a variety of on-the-job training experiences.

The cost of tools is another important reason why apprenticeships are not undertaken. Tool costs for some trades can be as high as $15,000, and a substantial investment in tools is required to simply begin apprenticeship training. Current provisions in the Income Tax Act provide for the deduction of certain expenses which must be incurred by an employee as a condition of employment. For example, musicians are able to deduct the cost of their instruments, and chainsaw operators can deduct the costs of their equipment. However, this is not the case with apprentices who are the focus of this Report. The disincentive that these tool costs repre-

sent for people considering apprenticeships should be recognized.

Recommendation 20

In order to reduce withdrawal rates from the apprenticeship program, administrative mechanisms should be put in place by the Canada Employment and Immigration Commission to establish separate provisions for the timely payment of income support and other eligible expenses to apprentices during classroom training.

Recommendation 21

Each Canadian Training Advisory Committee should be responsible for determining the appropriateness of introducing changes in training as they apply to their specific occupation.

Recommendation 22

Local joint apprenticeship committees should be established, not only to ensure that apprentices are less vulnerable to cyclical downturns, but also to provide a variety of on-the-job training experiences.

Recommendation 23

Apprentices and journeypersons should be able to deduct the cost of tools against earned income under the Income Tax Act if the tools are required as a condition of employment.

LOW PARTICIPATION RATES OF WOMEN AND OTHER DESIGNATED GROUPS

Because women make up such a large percentage of the labour force in Canada, their insufficient participation in apprenticeship programs is the main focus of this section of the Report. There are however other groups of Canadians who have not in the past participated sufficiently in apprenticeship. These include natives, members of visible minorities and those with physical disabilities. For editorial ease these people are referred to as designated groups, while at the same time, the Task Force recognizes that each has individual needs and unique barriers to overcome if they are to participate more widely in apprenticeship.

Although their numbers are increasing, women currently represent only 4 percent of apprentices in Canada while they make up 44 percent of the labour force and 23 percent of all other skill trainees in CJS programs. Of women who are apprentices, 65 percent are training in the traditional occupations of hairdressing and cooking.

The barriers to increased participation of women in apprenticeship programs are systemic in nature and complex to understand. Part of the problem lies in the traditional upbringing of girls who model themselves on their parents' expectations. This role modelling is further reinforced by the patterns of learning in our education institutions where female students tend not to participate in science and math related courses that lead to training in trade and technology occupations.

Perhaps less difficult to overcome is the lack of basic skills that prevent other groups, for example native people, from undertaking apprenticeship training. This is a significant problem worthy of attention. In Manitoba, for example, natives will potentially make up 21 percent of new entrants into the provincial labour force in the next 15 years. However, currently only half the natives in the province have completed a high school education.

The barriers faced by people with disabilities are at the same time unique to the individual and systemic throughout society. Under CJS, a capital grant of up to $10,000 is available to any employer for the purpose of modifying the workplace in order to accommodate a person with disabilities. However, training for disabled persons is not a strategy in of itself. Rather CJS criteria for each program must be met first. In the case of apprenticeship, very few disabled persons consider themselves candidates for the program or are considered as such by employers.

The external barriers some apprenticeship candidates face are considerable. Women, natives, members of visible minorities and people with disabilities have traditionally faced systemic discrimination in being hired for trades and technology jobs. Since an apprenticeship contract is the prerequisite for entering apprenticeship training this has been a difficult barrier to overcome. In addition, isolation, and in some cases, racist, gender and sexual harassment at the workplace are daunting obstacles for many to overcome. While it is recognized that attitudes change slowly, it is becoming increasing important, for efficiency as well as equity reasons, that the attitudes of employers and coworkers do change.

Clearly, courses that introduce trades and technology occupations to women and other designated groups, and basic skill upgrading to those who require it, are important mechanisms to overcome barriers. While it is obvious that more has to be done, many of these courses have in the past been very successful, and should be supported and promoted.

In the past few years a variety of orientation courses have been developed across the country to assist women in exploring trades and technology related skills in order to see related jobs as viable alternatives to the more traditional feminine occupations.

Some of these courses provide broad life-planning skills, and communication and employment orientation training. Others are much more focussed on trade occupations and provide the trainee with an introduction to technical training, tool skills, and hands-on work experience in industrial settings. These pre-apprenticeship courses (often referred to as WITT - Women in Trades and Technology-) were in the past financed by Employment and Immigration, but funding for these orientation-type courses has been dramatically reduced under CJS.

A recent survey of WITT participants gives evidence of a good success rate for this type of program both in improving the employability of women generally, and in trades and technical jobs in particular. The number of women who were unemployed, on social assistance or not in the labour market dropped significantly after taking the WITT course. Of those women who were employed either on a full-time or part-time basis, 44 percent were now working in trades and technology related areas. While this is an encouraging success rate, it should be noted that 74 percent of women in the WITT courses went on to take further trades and technology training, such as apprenticeship, in order to qualify for the kind of work they wanted to do, but unfortunately many were unable to find related employment.

The Task Force recognizes that another significant issue for women who wish to undertake an apprenticeship program is the lack of accessible and affordable quality childcare in Canada. In 1988, almost 2 million childcare spaces were needed, yet only 10 percent could be accommodated by the formal childcare system. The remaining 90 percent were provided for by relatives, friends, unlicensed caregivers, or simply left alone. Besides availability, there is a pressing concern about cost. These issues affect all working parents in Canada. But for apprentices the situation is exacerbated by their reduced earning capacity while training. The Task Force recognizes that no efforts to increase the number of women in apprenticeship programs are going to be as successful as hoped for, without attention being paid to this fundamental issue.

Government has always tied its intervention in any labour market training area to a rationale based in part on equity considerations. Women are not the only designated group who are seriously under-represented in apprenticeship training. Native people who make up a significant proportion of the labour force in the Prairie provinces have not sufficiently participated in apprenticeship programs.

Recommendation 24

It is important that financial support be provided for basic skill upgrading and exploratory courses to orient designated groups into trade and technology occupations. These exploratory courses should include life skills, career planning, hands-on training and work experience, and have an advisory board at the local level that includes employers, unions, trade-knowledgeable educators and representatives of women's organisations.

Recommendation 25

The federal government should modify the eligibility criteria of the Canadian Jobs Strategy programs to insure accessibility and funding of bridging and exploratory courses for all interested women.

Recommendation 26

Governments should give greater support to voluntary measures designed to promote increased participation of designated groups.

Recommendation 27

Training should be developed which can be used to prepare prospective employers and co-workers to work with, and support, women and other designated groups in trades and technology occupations, and thereby encourage attitudinal changes.

MOBILITY

In a country as economically and geographically diverse as Canada, mobility of the workforce is a necessary concern and a perennial issue. Mobility is one means of coping with skill shortages, and any discussion of the whole issue of standardization is intrinsically linked to mobility.

It is clear that the issue of barriers to mobility of the workforce applies to both temporary and permanent relocation. Tradespersons in construction occupations must be mobile, at least within a reasonable distance, if they expect to be continuously employed on construction sites, as do industrial tradespersons who are involved in field work. While most economic activity takes place in a fixed geographical location for an extended period of time, construction activity is temporary and mobile between different sites. Often the cost of temporary relocation away from permanent residence is a complete bar to accepting employment. On the other hand, the inability of the construction industry to recruit sufficient workers means that employers must undertake special measures that not only result in the escalation of costs, but also inevitable delays in the completion of projects.

A number of barriers also exist to hinder more permanent mobility between provinces among both apprentices and journeypersons. One of these impediments is the high economic and psychological cost of relocation. For permanent relocation, these include moving expenses, the loss of home ownership in moves to regions with higher house prices, and a sense of deterioration in the quality of lifestyle when leaving well developed social networks. Another important impediment is the regulations that give hiring preference to local workers. In many parts of the country, employers in the construction industry must first verify that no construction workers in the province are available for the worksite before recruiting workers from out of the province.

These problems will become worse as a result of demographic trends. A rising average age in most skilled trades means that present levels of mobility will be difficult to maintain. Older workers are much less willing to move to undertake temporary work than are younger workers.

Apprentices face additional barriers to mobility. The lack of uniformity in curriculum at provincial training institutions, and the lack of standardization in the number of log hours required are serious impediments.

With the exception of some relatively minor provisions in the Canadian Jobs Strategy that are intended to promote greater mobility, public contribution to mobility costs is delivered through the income tax system in the form of deductions from individual or corporate income tax liability. Construction workers who move from their permanent residence and obtain temporary employment with a new employer elsewhere are not eligible to deduct travel, accommodation, and related expenses which are necessarily incurred as a normal part of work in that sector. They would, however, qualify if they were self-employed, or regularly required to work on a temporary basis away from home by one particular employer, as is often the case with industrial tradespeople working in the field. The inequity in the treatment of construction workers flows from the fact that the permanent and on-going attachment of the construction worker is to the industry as a whole, not to a particular employer.

Recommendation 28

Standardized curricula in provincial training institutions and standardized log hours for those occupations for which national standards exist, (or should exist) should be established in order to allow apprentices to transfer their program without penalty between provinces.

Recommendation 29

Governments should not create regulations which impede the mobility of skilled workers across Canada and they should take immediate steps to ensure existing regulations are reduced to an absolute minimum.

Recommendation 30

Increased financial incentives such as mobility assistance and tax support for temporary relocation of all tradespersons should be provided. When there are no skilled people available locally, government, and employers should share the costs of temporary relocation with the worker.

APPENDIX 1 - Apprenticeship Statistics

Provincial Trade Names

TRADE NO.	TRADE NAME	PROVINCES
01	Air-cooled and Marine Engine Mechanic (Marine Mechanic)	ONT
02	Air-cooled and Marine Engine Mechanic (Small Engine and Powered Equipment Mechanic)	ONT
03	Aircraft Mechanic	NWT/BC/MAN
04	Appliance Serviceman	ALTA/BC/NB/NWT
05	Assistant Cook	ONT
06	Automatic Machinist	ONT
07	Automotive Glass Installation	BC
08	Automotive Radiator Manufacturing and Repair	BC
09	Automotive Trimming	BC
10	Baker	ALTA/NWT/ONT/YUK/BC
11	Barber	ONT/MAN/YUK/ALTA/NWT/NB/ BC/SASK
12	Benchman (Lumber Manufacturing Industry)	BC
13	Blaster	NB
14	Boatbuilding	BC
15	Boilermaker	ALTA/MAN/PEI/NFLD/NS/SASK/ QUE/BC/ONT/NB
16	Boilermaker (Marine)	NB
17	Boilermaker (Shop)	BC
18	Bookbinding	BC

19	Bricklayer	ONT/MAN/PEI/ALTA/SASK/BC/ QUE/NS/NFLD/NB
20	Cabinetmaker	PEI/NWT/YUK/ALTA/NB/BC
21	Cableman	BC
22	Carman (Railway)	BC
23	Carpenter	ALL
24	Cement Finisher	ALTA/SASK/QUE/ONT/BC
25	Circular Sawfiler (Lumber Manufacturing Industry)	BC/ALTA
26	Cladding	BC
27	Communication Electrician	YUK
28	Communication Electrician (Switching Craft)	YUK
29	Communication Electrician	ALTA/NWT
30	Communication Electrician	YUK
31	Construction Electrician	ALL
32	Construction Millwright	ONT/NB
33	Cook	ALTA/ONT/PEI/MAN/YUK/NWT/ SASK/NB/BC/NS/NFLD
34	Crane Operator	MAN/BC/SASK/ALTA/NFLD/QUE
35	Dental Mechanic	BC
36	Dental Technician	BC
37	Diesel Engine Mechanic	BC
38	Diesel Fuel Injection	BC
39	Distribution System Dispatcher	NB
40	Drafting (Architectural)	PEI/NB
41	Draftsman	NB/BC
42	Dry Cleaner	ONT
43	Drywall	BC
44	Drywall Installer	SASK/MAN/BC

45	Electrical Mechanic (Utility)	NB
46	Electrician (Domestic and Rural)	ONT
47	Electric Motor Winder	MAN/NB/ALTA/YUK/BC
48	Electronics-Community Antenna Television	BC
49	Electronic Technician - Consumer Products	BC/NB/PEI/ALTA/NWT/SASK/ONT/YUK
50	Electronics Technician (Trades)	BC
51	Elevator Constructor	ALTA
52	Elevator Mechanic	BC/QUE
53	Embalming	BC
54	Engineering Assistant	NB
55	Farm Equipment Mechanic	SASK/ALTA/PEI/ONT/BC
56	Firefighter	NB
57	Fitter (Structural Steel - Plate Work)	ONT
58	Floorcovering Installer	BC/ALTA/NWT/QUE
59	Gasfitter	ALTA/NWT/YUK
60	Gasfitter (Domestic and Commercial)	BC
61	Gasfitter (Industrial)	BC
62	Glazier	ALTA/YUK/SASK/MAN/NWT/ONT/BC
63	Hairdresser	ALTA/NFLD/SASK/ONT/YUK/NWT/BC
64	Hairstylist	ONT
65	Heavy Duty Equipment Mechanic	ALL
66	Heavy Duty Equipment Operator	QUE/NFLD/NWT/ALTA
67	Hoisting Engineer - Mobile Crane	ONT
68	Hoisting Engineer - Tower Crane	ONT
69	Housing Maintenance Serviceman	NWT
70	Inboard-Outboard Mechanic Repair	BC
71	Industrial Electrician	PEI/NFLD/NS/MAN/YUK/ONT/NB

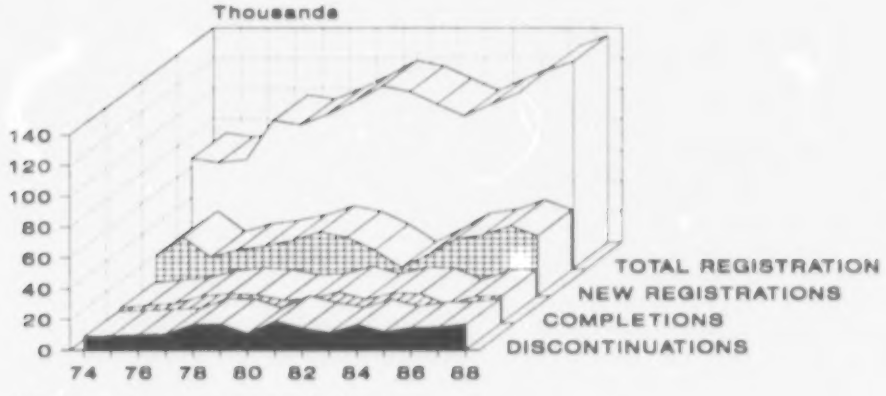
72	Industrial Instrument Mechanic	BC/NFLD/NS/SASK/MAN/YUK/ PEI/NWT/NB/ALTA
73	Industrial Mechanic - Millwright	ALL
74	Industrial Warehouseman	BC/NWT
75	Insulator (Heat and Frost)	BC/NB/ALTA/SASK/QUE
76	Ironworker	BC/ALTA/ONT/QUE
77	Jewellery Manufacture and Repair	BC
78	Joinery	NFLD/NB
79	Junior Baker	ONT
80	Landscape Gardener	ONT/ALTA/MAN
81	Lather	QUE/YUK/MAN/ONT/ALTA
82	Lineman	BC/YUK/NS/PEI/NFLD/NB/NWT/ ALTA/SASK
83	Lineman (Construction)	NFLD/NB/ONT
84	Machinist	ONT/ALTA/MAN/NFLD/YUK/NS/ BC/PEI/SASK/NWT/NB
85	Marine Electrician	NB
86	Marine Engine Fitter	NB/PEI/BC
87	Marine Engineer	NWT/BC
88	Marine Fitter	NS
89	Meat Cutter	BC
90	Metal Fabricator	NS
91	Mine Electrician	NS
92	Mine Mechanic	NS
93	Miner	MAN/NFLD
94	Mold and Patternmaker	MAN
95	Mold Maker	ONT
96	Motorcycle Repair	ONT/PEI/ALTA
97	Motor Vehicle Body Repairer	ALTA/ONT/NFLD/BC/YUK/NWT/MAN/ PEI/SASK/NB/NS

98	Motor Vehicle Body Repairer	NB
99	Motor Vehicle Body Repairer (Paint)	ONT/BC/MAN/NB
100	Motor Vehicle Fuel & Electronics Systems Mechanic	BC/ONT/PEI/NB
101	Motor Vehicle Machinist	BC/ONT
102	Motor Vehicle Mechanic	BC/ALTA/MAN/NWT/YUK/ONT/PEI/ SASK/NB/NS/NFLD
103	Motor Vehicle Partsman	NWT/BC/ALTA/YUK
104	Motor Vehicle Steering Suspension and Brakes Mechanic	ONT/BC/NB
105	Motor Vehicle Transmission Mechanic	BC/NB/PEI/ONT
106	Office Machine Mechanic	BC
107	Oil Burner Mechanic	NFLD/YUK/PEI/NWT/NB/BC/NS
108	Ornamental Iron Worker	QUE
109	Painter and Decorator	ALL
110	Painter - Commercial and Residential	ONT
111	Painter - Industrial	ONT
112	Partsman (Industrial Engines and Equipment)	BC
113	Patternmaking	BC
114	Piledriver and Bridgeman	BC
115	Pipeline Maintenance Mechanic	BC
116	Plasterer	ALTA/MAN/ONT/SASK/QUE/BC
117	Plastic and Rubber Fabrication	BC
118	Plumber	ALL
119	Power Lineman and Power Electrician	MAN/ONT/ALTA
120	Power Shovel Operator	QUE
121	Power System Electrician	ALTA
122	Power System Operator	NFLD/NB
123	Practical Horticulture	BC

124	Printer and Graphics Arts Craftsman	BC/NWT/ALTA
125	Printer - Compositor	BC/ONT
126	Printer - Compositor and Camera Technician	BC/ONT
127	Printer - Compositor-Photo Typesetting	BC/ONT
128	Printer - Letterpress (Job Shop)	ONT
129	Printer - Linotype Operator	ONT
130	Printer - Lithography	BC/ONT
131	Printer - Offset Pressman	BC/ONT
132	Printer - Pressman-letterpress	BC/ONT
133	Production Equipment Mechanic	NB
134	Quartzware Fabricator	NB
135	Recreation Vehicle Mechanic	ALTA
136	Refrigeration and Air Conditioning Mechanic	QUE/BC/NS/NFLD
137	Reinforcing Steel Erector	QUE
138	Restoration Stone Mason	NS
139	Roofer	ALTA/SASK/MAN/NFLD/NB/QUE/BC
140	Sawfitter (Lumber Manufacturing Industry)	BC
141	Secretary	PEI
142	Security Alarms Installer	BC
143	Service Station Attendant	NB
144	Service Station Mechanic	NS/PEI
145	Sheet Metal Worker	ALL
146	Shipfitter	BC
147	Ship's Plater	NFLD/NB
148	Small Equipment Mechanic	BC/NFLD/PEI/NWT/NB

149	Sprinkler System Installer	QUE/ONT/NS/MAN/BC/NFLD/PEI/ SASK/ALTA/NB
150	Staker-Detailer	NB
151	Stationary Engineer	NWT/BC/NS/NB/QUE
152	Stationary Engineer (2nd class)	NB
153	Stationary Engineer (3rd class)	NB
154	Stationary Engineer (4th class)	NB
155	Steamfitter-Pipefitter	ALL
156	Steel Fabrication	BC/MAN/ALTA/NB
157	Survey Technician	NB
158	Survey Technician (Instrumentation)	NB
159	Survey Technologist	NB
160	Switchboard Operator	NB
161	Telecommunications	BC
162	Tile Setter	ALTA/SASK/QUE/BC
163	Tool and Die Maker	MAN/ONT/ALTA/BC
164	Transport Refrigeration Mechanic	ALTA
165	Truck and Transport Mechanic	BC/PEI/NB/NS/SASK
166	Truck Trailer Repairer	ONT/NB
167	Watch Repairer	BC/ONT
168	Water Well Driller	ALTA/BC/NB
169	Welder	MAN/ALTA/NWT/YUK/PEI/ SASK/BC/NFLD/NS/NB
170	Woodworker	ONT

TRENDS IN APPRENTICESHIP TRAINING IN CANADA, 1974-86



CLMPC chart based on Statistics Canada data.

Largest Apprenticeable Occupations in Canada, 1986

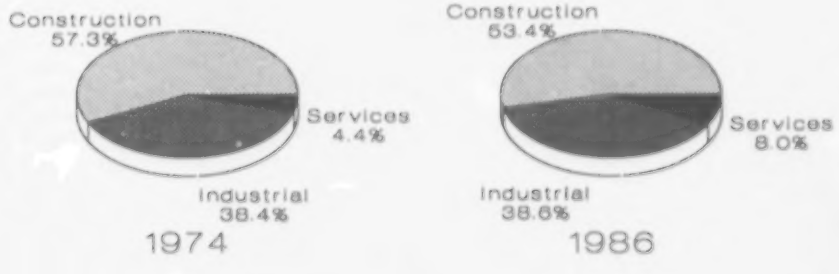
	Apprenticeship Registration (start of year)	Share of all Apprentices
Carpenter	13,510	13.6
MV-mechanic	12,279	12.3
Construction Electrician	11,181	11.2
Steamfitter	5,645	5.7
Plumber	4,479	4.5
Industrial Electrician	4,427	4.4
MV - body	3,521	3.5
Hairdresser	3,512	3.5
Sheet metal worker	3,406	3.4
Cook	3,148	3.2
Total	**65,108**	**65.3**

Source: Statistics Canada

Apprenticeship Levels in SelectedCountries, 1987

Country	Total apprentices	Percent of civilian employment
Austria	245,000	7.4
Germany	1,800,000	7.1
United Kingdom	314,000	1.4
Canada	**128,782**	**1.1**
France	220,000	1.0
United States	340,000	.3

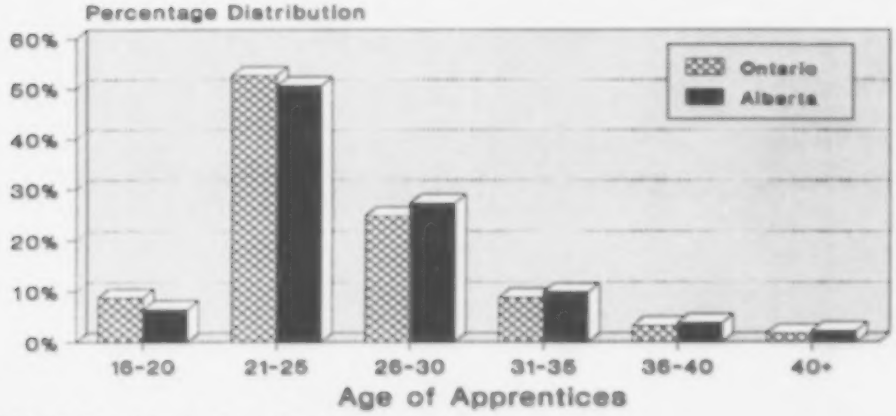
Apprenticeship Composition by Sector



CLMPC chart based on Statistics Canada Data

The shares of the total number of apprentices in Canada that construction, industrial and service apprentices account for, have changed little since 1974. As might be expected given the increase in service sector employment, service apprentices, such as barbers, hairdressers and cooks, doubled their share from 4.4 per cent in 1974 to 8.0 per cent in 1986 although their absolute numbers remain small. Their gain was balanced by a loss for construction apprentices whose share declined slightly.

Age Distribution of Apprentices Already Registered at Start of Year Ontario and Alberta, 1985



CLMPC Chart based on Employment and Immigration Canada data.

AGE PROFILE OF APPRENTICES

The average age of apprentices in Ontario and Alberta is about 26 years.

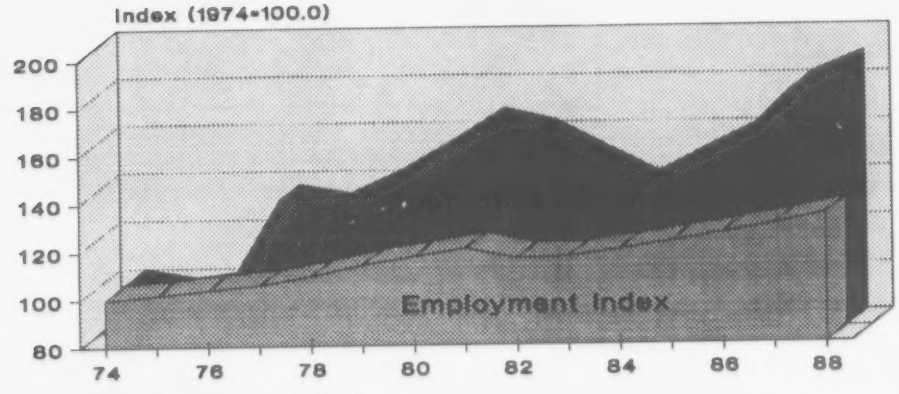
This is based on preliminary analysis of 1985 data of a survey of provincial apprenticeship administrators. The data were collected by Statistics Canada on behalf of Employment and Immigration Canada.

According to these data, half of the apprentices are in the 21-25 age group, while one-quarter are in the 26-30 age group. About 10 per cent are younger than 21 years old, while about 14 per cent are more than 30 years old.

These data indicate that Canada has a much older age structure of apprentices than most other OECD countries, where young people enter apprenticeships while still in high school or shortly after graduating.

According to an OECD study "in most OECD countries apprenticeship begins at 15-16 and ends in teen-age years. Few young people over 20 enter apprenticeship except in Canada and the United States." (OECD, *Policies for Apprenticeship*, 1979). In Canada, it is a much more common pattern for apprentices to enter the apprenticeship program after a period of employment.

Apprenticeship Trends and Total Employment Trends



CLMPC chart based on Statistics Canada data.

Both employment and the total number of apprentices has increased since 1974. However, total registration in apprenticeship courses has grown more rapidly than has total employment, indicating that apprenticeship training despite its cyclical problems is a healthy system in Canada, in the sense that people are interested in participating in the apprenticeship program, and among employers, there is an on-going demand for apprentices.

APPENDIX 2 - National Training Agreements

There are two levels of federal training activity in the provinces. One is through the Canadian Jobs Strategy (CJS) which was introduced in 1985, and the second is through the federal-provincial training agreements which have existed for over 20 years, and are now subsumed under the Canadian Jobs Strategy (CJS).

The agreements detail the amount of money that the federal government will spend to purchase "seats" in provincial training institutions for its clients, and what the conditions for those expenditures are. In a sense, the agreements are the means through which the federal government can intervene in training matters, while still recognizing provincial jurisdiction in education.

Overall federal funding levels in the agreements are critical to the provinces, especially the smaller ones, in two ways: the amount of money that will be used for direct purchase of courses in provincial institutions, and the total CJS funds going to employers and co-ordinating groups who will spend a portion of those funds on "indirectly" purchasing courses from provincial training institutions.

Training agreements also stipulate the detailed conditions of those federal course purchases. The agreements spell out what constitutes a training day and defines the rights of the federal government to referral of clients for training. How much the federal government will pay per diem, for example, for skills training courses, or for academic upgrading is included in an annex and amended annually. In the past, the federal government tended to rubber stamp the provincial training plans, but this is no longer necessarily the case since the advent of CJS.

Apprenticeship training is not negotiated separately, but is included in the whole training package that the agreement represents. The funds for the classroom training of apprentices are delivered through the Skills Shortage program of the CJS. Income support, while the apprentice is in the classroom, is provided through Sec.26 of the Unemployment Insurance Act if the apprentice is eligible for UI, or through CJS allowances. Other costs such as travel to school and books are covered through CJS also.

Although the federal government has maintained a fairly traditional role to date in agreeing to provincial apprenticeship training plans, the provinces fear that the federal government will want to have an increasing say in apprenticeship training using its financial clout for leverage. For example, will only those trades designated in short supply be eligible for federal funding? Will only those provinces meeting the equity standards of the federal government for women and other minorities receive federal apprenticeship support?

While government funding, and thus participants, in other types of institutional training has decreased markedly under the Canadian Jobs Strategy, the status quo has been maintained for apprentices. In 1987-88, 47,500 apprentices participated in federally sponsored institutional training. The federal government purchased apprenticeship courses at a cost of $84.5 million, and provided approximately $80 million in income support.

The agreements have been negotiated for periods of three to four years with annual detail updates. Traditionally, Employment and Immigration Canada begins to prepare a draft "model" agreement,

which is presented to the provinces in early Fall. This gives the provinces the last quarter of the year for their own planning. After a period of negotiation, the agreement goes into effect at the beginning of the fiscal year in April.

The present training agreement ended on March 31, 1989. However the terms and conditions of the agreements were extended for one more year so that the Labour Force Development Strategy could be introduced and consultations could be held.

APPENDIX 3 - Federal/Provincial Apprenticeship Program

PROGRAM: - Apprenticeship

DEPARTMENTS: - Employment and Immigration Canada and the Directorate of Apprenticeship in each province and territory.

OBJECTIVE: - To support a training system, normally for skilled manual trades occupations, which combines theoretical in-school instruction with practical training in supervised employment. There are approximately 170 apprenticeable trades in Canada.

ELIGIBILITY: - Any individual whom an employer agrees to take on as an apprenticed employee and for whom a contract of indenture is registered with the appropriate provincial authority.

DESCRIPTION: - The apprentice spends a period of three to five years employed in an occupation and receiving on-the-job instruction from experienced journeypersons. As well the apprentice attends school regularly to receive theoretical instruction in their trade usually for periods of 6 to 10 weeks each year.

The provinces are responsible for any matters relating to the training and certification of the apprentices. They designate which occupations are apprenticeable, in some cases requiring the compulsory participation in apprenticeship of some occupations. In addition, the provinces set the apprentices' wage rates, prescribe the content and duration of training,and establish certification requirements. They maintain a registry of apprentices, administer examinations and issue certificates of qualification. As such, there is no uniformity between the provinces on any of these matters, except in the case of the Red Seal trades.

The Interprovincial Standards Program, known as Red Seal , has established national standards for credential requirements in 28 trades covering about 70 percent of the apprentices in Canada. A trade qualifies if the program is offered in a minimum of six provinces and has the approval of the Canadian Council of Directors of Apprenticeship.

The role of federal government is mainly financial although the provinces do pay the administrative costs of the program. Since 1967, the federal government has paid for the course costs of the apprentices' in-school training, and has provided them with income support while they are in school. Funds to purchase "seats" in training institutions for apprentices are provided through the Skill Shortages program of the Canadian Jobs Strategy. Income support most apprentices is provided through Section 26 of the Unemployment Insurance Act. The federal government currently spends about $160 million a year supporting the apprenticeship program.

Government Sponsored Institutional Apprenticeship Training

	Apprentices	Course Costs (Millions of $)
1976-77	58,200	47.8
1977-78	60,900	51.7
1978-79	55,200	50.2
1979-80	59,400	49.1
1980-81	62,600	55.5
1981-82	70,100	69.2
1982-83	72,800	88.5
1983-84	61,600	85.4
1984-85	51,200	79.1
1985-86	47,500	79.6
1986-87	47,100	76.5
1987-88	47,500	84.5

Source: Employment and Immigration Canada

1985-86 Federal-Provincial-Territorial Expenditures on Apprenticeship ($Millions)

	Provincial Admin.	Course Costs	Income Support	Total
NFLD				
Canada	.04	1.1	1.1	2.3
Prov.	.5	--	--	0.5
PEI				
Canada	.01	.3	.2	0.5
Prov.	.3	--	--	0.3
NS				
Canada	.1	2.5	1.9	4.5
Prov.	.9	--	--	0.9
NB				
Canada	.1	2.0	2.0	4.1
Prov.	1.3	.4	2.0	4.1
QUE				
Canada	.06	1.9	1.3	3.3
Prov.	N/A*	N/A	N/A	N/A
ONT				
Canada	1.1	28.2	21.0	50.3
Prov.	9.2	1.9	--	11.1
MAN				
Canada	.2	3.7	4.8	8.7
Prov.	.7	--	--	.7
SASK				
Canada	.2	3.3	2.8	6.3
Prov.	.7	--	--	.7
ALTA				
Canada	.9	24.4	18.6	43.9
Prov.	7.9	24.8	--	32.7
BC				
Canada	.4	11.4	7.5	19.3
Prov.	.6	2.5	--	3.1
NWT				
Canada	.02	.6	.7	1.3
Terr.	.8	--	--	.8
YUKON				
Canada	.01	.16	.16	.3
Terr.	.12	--	--	.1
TOTAL				
Canada	3.1	79.6	62.1	144.8
Prov/Terr (exclud.Que)	23.2	30.9	--	54.1

Source: Employment and Immigration Canada.

* Not available

APPENDIX 4 - Apprenticeship Training: Interprovincial Standards Examinations (Red Seal)

The Interprovincial Standards Program (ISP), known by the Red Seal attached to the apprentices' Certificate of Qualification, was established in 1959 to promote high national standards in occupational training, examinations and certification. Because the program fosters uniformity in training, examinations and certification it promotes the mobility of skilled tradespeople.

There are currently 170 apprenticeable trades in Canada of which 28 qualify for the Interprovincial Standards Program. Approximately 70 percent of all apprentices are in Red Seal trades.

The members of the ISP Co-ordinating Committee (as of June 1989 to be called the Canadian Council of Directors of Apprenticeship) which administers the program are the Directors of Apprenticeship in each province and territory and two members from Employment and Immigration Canada.

The Interprovincial Standards Examination Committee is considered a sub-committee of the ISP Co-ordinating Committee, and as such it is responsible for the methods and procedures used in the development, revision and administration of ISP exams. The right to vote on this committee is restricted to one delegate (usually the senior examination officer) from each participating province or territory.

When an exam is being developed or revised, each province involved with that trade must unanimously accept the exam. Exams are revised every two to three years.

In order to be eligible to write a Red Seal exam a person must:

- hold a provincial Certificate of Qualification; or
- have qualified for apprenticeship completion under provincial regulations; or
- meet provincial requirements to attempt a provincial examination for a Certificate of Qualification (in those provinces which use the Red Seal exam for provincial certification purposes).

Whether an individual writes one or two exams varies depending on the trade and on the province in question. Often a candidate will only write the interprovincial exam giving him both his qualification in the province and a Red Seal on his certificate. This is often the case in smaller provinces or territories where there are few resources to develop and maintain separate exams. A pass mark for all Red Seal exams is 70 percent. Sixty percent is required for provincial certification only. Even in larger provinces such as Ontario there is only one exam given in many trades. If, however, provincial codes regulate work in a particular trade (such as the Ontario Plumbing Code) then one exam will not suffice, and the provincial exam will have to also be written.

In all provinces the majority of apprentices are in trades for which an interprovincial exam exists. Overall, 69 percent of candidates are successful in receiving their Red Seal, and to date 198,267 Red Seals have been issued in Canada.

RED SEAL TRADES			
1	Boilermaker	15	Painter and Decorator
2	Bricklayer	16	Plumber
3	Carpenter	17	Electronic Technician (Consumer Products)
4	Construction Electrician	18	Refrigeration and Air Conditioning Mechanic
5	Cook	19	Sheet Metal Worker
6	Heavy Duty Equipment Mechanic	20	Sprinkler System Installer
7	Industrial Electrician	21	Steamfitter-Pipefitter
8	Industrial Instrument Mechanic	22	Welder
9	Industrial Mechanic (Millwright)	23	Roofer
10	Lineman	24	Truck and Transport Mechanic
11	Machinist	25	Hairstylist
12	Motor Vehicle-Body Repairer (Metal and Paint)	26	Glazier
13	Motor Vehicle-Mechanic	27	Cabinet Maker
14	Oil Burner Mechanic (Residential)	28	Baker

Annual Interprovincial Red Seal Statistics, 1988

Completed Apprentices

	Number of Candidates	Number Passed	Pass Rate %	No. of Candidates Issued Red Seals to date
Newfoundland	210	171	81.4	5,847
Nova Scotia	507	341	67.3	8,819
P.E.I.	61	49	80.3	854
New Brunswick	410	254	62.0	6,465
Quebec	--	--	--	--
Ontario	5,623	4,606	81.9	33,746
Manitoba	497	436	87.7	10,999
Saskatchewan	313	242	77.3	8,228
Alberta	2,499	2,055	82.2	52,446
B. C.	1,281	1,105	86.3	33,632
N.W.T.	35	28	80.0	596
Yukon Territories	15	15	100.0	268

Trade Qualifications

	Number of Candidates	Number Passed	Pass Rate %	No. of Candidates Issued Red Seals to date
Newfoundland	300	117	39.0	2,677
Nova Scotia	247	106	42.9	1,572
P.E.I.	11	9	81.8	235
New Brunswick	578	147	25.4	2,780
Quebec	112	19	17.0	666
Ontario	5,726	3,061	53.5	15,148
Manitoba	221	101	45.7	1,517
Saskatchewan	211	139	65.9	1,486
Alberta	426	256	60.1	6,588
B.C.	203	163	80.3	2,151
N.W.T.	39	27	69.2	390
Yukon Territories	31	21	67.7	353
Grand Total	**19,557**	**13,466**	**69.0**	**198,267**

Source: Employment and Immigration Canada

APPENDIX 5 - Occupational Growth and Apprenticeship Training

Fastest Growing Occupations in Canada, 1986-1995

Occupation	Per cent Increase in Total Job Openings
metal machinery inspecting	92.5
boilermaker	**90.5**
farmers	88.5
service management occupations	86.7
rock and soil drilling	85.8
concrete finishers	**84.1**
blasting occupations	82.5
stationery engine & utilities equipment operating occupations	**78.6**
real estate sales occupations	77.3
sales persons 75.7	
supervisors - food & beverage preparation	75.2
janitors and cleaners	73.0
clock and watch repair	**71.6**
deck and engineering officers, ships	71.5
guard and security occupations	71.2
aircraft fabricating and assembling	**70.5**
tailors and dressmakers	69.6
supervisors: sales occupations, commodities	69.5
pattern making, marking and cutting occupations: textile, fur and leather	**69.1**
pipefitting and plumbing	**69.0**
occupation related to management	68.7
rail transport equipment mechanics	**68.4**
construction electricians	**68.3**
locomotive operating occupations	**67.8**
excavating and grading	**67.7**
insulating occupations	**67.7**
carpenters	**67.0**
agricultural engineers, community planners and professional engineers	66.6
general office clerks	66.3
structural metal erectors	**65.6**
surveyors	65.4
inspecting, testing and grading & sampling occupations: fabricated metal products	65.1

managerial occupations - construction operations	64.7
log inspecting, grading and scaling	63.9
physicists	63.7
radio and T.V. repair	63.3
farm management occupations	63.3
personnel and related officers	62.8
purchasing officers and buyers	62.6
marine craft fabricating and repair	**62.3**
ministers of religion	62.1
typists and clerk typists	61.9
physical scientists	60.9
meteorologists	60.6
other mechanics	60.2

Source:***Job Futures: An Occupational Outlook to 1995***, 1988-89 Edition, Employment and Immigration Canada, 1987

Note:All occupations with over 60% increase in total job openings between 1986 and 1995 in ***Job Futures*** have been listed. ***Job Futures*** contains information on nearly 200 of 496 occupations and accounts for two thirds of total job openings over the 1986-1995 period.

Bold lettering indicates occupations for which apprenticeship programs exist.

Apprenticeship Withdrawals* 1974-86 annual average

The 10 Occupations with the largest apprenticeship enrollment

MV Repair - Body	50%
Carpenter	43%
Steamfitter	43%
MV Mechanic	40%
Sheet	40%
Cook	39%
Plumber	37%
Industrial Electrician	36%
Hairdresser	34%
Construction Electrician	31%
All Occupations	32.7% (1986)

*Rate represents the ratio of discontinuations/new registrations.

Source:Employment and Immigration Canada

APPENDIX 6 - Women and Apprenticeship

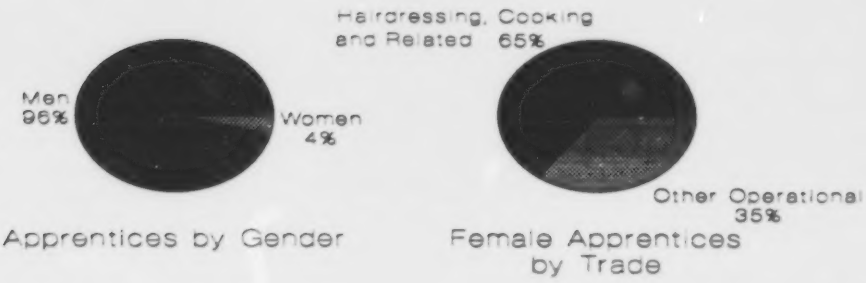
Female Apprentices Receiving Full-Time In-School Training, 1986-87

	Percentage of Female Apprentices in Operational Occupations	Women in Operational Apprenticeships as a Share of all Apprentices
Newfoundland	2.5	--
P.E.I.	5.6	0.2
Nova Scotia	16.3	0.4
New Brunswick	22.5	0.7
Quebec	--	--
Ontario	14.1	0.7
Manitoba	100.0	1.4
Saskatchewan	56.2	0.4
Alberta	59.2	2.2
B.C.	71.3	2.8
N.W.T.	77.7	2.1
Yukon	--	--

Source:Employment and Immigration Canada

Women comprise approximately 4 per cent of apprentices in Canada. Of those who are apprentices, the majority are acquiring traditional skills in hairdressing and cooking. Some provinces have been more successful in introducing women into other apprenticeable trades. Although their total numbers remain small, in British Columbia, 71.3 per cent of women in apprenticeship are in operational occupations. These women make up 2.8 per cent of all apprentices in British Columbia.

Apprentices Receiving Full Time In-School Training, 1986-87



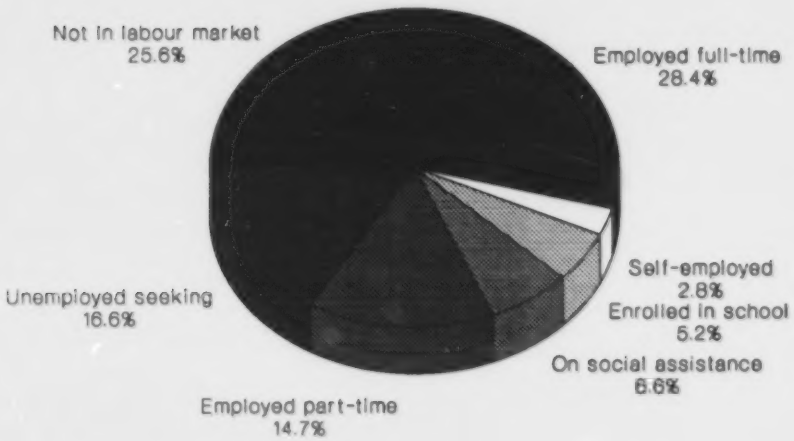
Apprentices by Gender

Female Apprentices by Trade

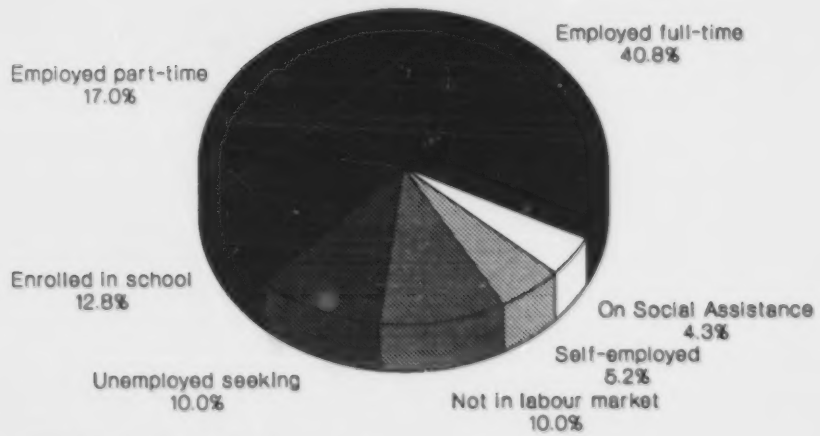
Source: Employment and Immigration Canada

The Impact on Employment of Courses Designed to Assist Women in Exploring Trades and Technology Related Skills

Employment Status *Before* Women in WITT Course



Employment Status *After* WITT Course



Source: National Survey of Women in Trades and Technology Orientation Courses, April 1989.

TASK FORCE MEMBERS

Bruce Ashton is Apprenticeship and Training Co-ordinator of the International Brotherhood of Boilermakers, Iron Ship Builders, Blacksmiths, Forgers and Helpers, a position he has held since 1982. Mr. Ashton is also Chairman of the Calgary Boilermaker Shop Training Trust Fund. In 1982, Mr. Ashton was appointed by the Alberta Government to the first Board of Governors for the Northern Alberta Institute of Technology and continued to serve on the Board until June, 1988. He was elected, also in 1982, to the Executive of the Western Apprenticeship Co-ordination Association and is continuing to serve.

Bob Biggar is Administrative Assistant of the International Association of Machinists and Aerospace Workers, a position he has held since 1986. Previously Mr. Biggar was a representative of the IAM, based in Manitoba. He was also a Vice-president of the Manitoba Federation of Labour from 1979 - 1986.

Marcia Braundy is the Executive Director of the National Network of Women in Trades & Technology Association. She is a university-educated journeywoman carpenter, who in 1980, was the first woman in the construction sector of the B.C. Carpenters' Union. Ms. Braundy sits on the Federal Advisory Committee to the President of the Treasury Board on Employment Equity for Women in the Public Service. She organized "A Canadian Conference on Wommen in Trades and Technology" last year and was Managing Editor of the proceedings.

Guy Dumoulin is Executive Secretary of the Building & Construction Trades Dept. of the AFL/CIO, a position he has held since 1987. He joined the United Brotherhood of Carpenters and Joiners of America in 1964 and became, in 1967, the representative of its Provincial Council. In 1971, he was elected Director of one of the District Councils. In the early 1970s, he was also elected President and served a term as Director General of the Quebec Provincial Building and Construction Trades Council. He was appointed General Representative of the United Brotherhood of Carpenters in 1977.

Don Exner is the Operations Manager of Degelman Industries Ltd., located in Regina. He is also Chairman of the Saskatchewan Welding Trade Board. He is a member of the Canadian Welding Bureau, the Canadian Society of Safety Engineering and the Canadian Society of Manufacturing Engineers. He was a past Chairman of the Welding Institute of Canada, Regina Chapter.

John Halliwell is President of the Canadian Construction Association . He joined the CCA in 1976 as Manager of Labour Relations Services. In 1978 he was appointed Executive Director of the Ontario Provincial Police Association. Mr. Halliwell rejoined the Canadian Construction Association in 1979 as Director of Labour Relations and in June 1987 was named Vice-president. He has twice served as Chief Employer Delegate for Canada to the International Labour Organization and, in 1988, was the Head of the World Employers on the ILO Safety and Health Committee.

James McCambly is President of the Canadian Federation of Labour, a position he has held since 1982. He is also Chairman of the Canadian Co-ordinating Committee on Multi-Employer Pension Plans and sits on the International Trade Advisory Committee, a private-sector advisory committee set up by the federal government. Previously, he was Executive Secretary of the Canadian Office of the Building and Construction Trades Department of the AFL/CIO from 1971-82. He is also a Member of the Board of Directors of the Canadian Labour Market and Productivity Centre.

Mike McGrath is Executive Director of the Canadian Automotive Repair and Service (CARS) Council. From 1959 to 1964, Mr. McGrath worked with the International Harvester Corporation holding a number of positions in both the wholesale and retail operations. From 1964-1979, he was General Manager and Dealer Principal with both GM and Ford of Canada franchises in Nova Scotia and New Brunswick. In 1979 he joined Employment and Immigration Canada becoming, in 1985, Industrial Consultant with the Labour Market Services Branch, where he was responsible for the Automobile and Shipbuilding Industries. He took over his present position in 1988.

Michael Parker is Vice-president, Operations of Procor Limited, the largest full-service leasing company of railway cars in Canada. Mr. Parker joined Procor Limited in 1981 as Vice-president of Manufacturing. Previously, he was with Trailmobile Canada, a highway trailer manufacturer, from 1974 - 81, where he held the positions of Director of Production and subsequently Vice-president of Manufacturing. Mr. Parker emigrated to Canada from England in 1969 and joined Westinghouse Canada where he held several supervisory positions.

Gerry Stoney is First Vice-president of the International Woodworkers of America - Canada, a position he has held since 1988. Prior to his election as First Vice-president, he was Secretary-Treasurer of the IAW-Canada from 1982-88. From 1971-82, Mr. Stoney was President of the New Westminster Local of the IWA-Canada. He was also President of the New Westminster & District Labour Council from 1971-88 and President of the B.C. provincial section of the New Democratic Party from 1978-85.

Jake Thygesen is Chairman of the Board of Fuller & Knowles Inc., Group of Companies in Alberta. Mr. Thygesen is a Board Member of the Alberta Apprenticeship and Trade Certification Board and the Canadian Construction Association. He is also a Member of the Alberta Government Lien Act Task Force. Mr. Thygesen has been a Past Chairman of the Trade Contractors Section of the Canadian Construction and the Alberta Construction Association.

PART V
Co-operative Education

REPORT OF THE TASK FORCE

FOREWORD

This summer we were invited to become members of the Task Force on Co-operative Education, one of seven Task Forces established by the Canadian Labour Market and Productivity Centre as part of the Department of Employment and Immigration's consultation exercise on the Labour Force Development Strategy.

Our mandate was to examine co-operative education as it exists in Canada and to put forward recommendations that would serve to expand and develop co-op programs.

The Task Force has fulfilled its mandate and the 15 recommendations found in this report are the result of much discussion on a wide selection of issues.

As members of the Task Force we do not pretend to have all the solutions to all of the questions. However, we believe that our recommendations will generate further development in co-operative education and, in doing so, facilitate the often-difficult transition from school to work; work to school; unemployment to work; and, the promotion of lifelong learning.

Co-operative education programs are not intended to replace or undermine apprenticeship programs.

The Task Force on Co-operative Education would like to thank those across Canada who provided information about co-operative education in their provinces and regions. Also appreciated were the efforts of various interested organizations and individuals who submitted their views to the CLMPC.

Bill Frank

John Fryer

Efre Giacobbo

Susan Hart-Kulbaba

Dale Landry

Ken Page

Bob Philip

INTRODUCTION AND BACKGROUND

The "Pathways Study"

The recent "Pathways" study by Decima Research for the Ontario Ministry of Skills Development found that 64% of learners enrolled in high school either drop out without completing high school or do not continue their education immediately after leaving high school. For this group of school "leavers", the period between the ages of 17 and 28 is often associated with a long and difficult search for stable employment that may stretch into their late twenties. As a result, many of these young people lack an early sense of permanency in their jobs. They are prime candidates for the additional training and the acquisition of new skills that might help them in finding secure jobs.

Some survey results

Of those surveyed, 53% had undertaken further education or training, mostly in community colleges or as on-the-job training. The higher the grade completed in high school, the greater the tendency to pursue further education and training, and the greater likelihood that the school leaver would pursue an advanced rather than a basic program. Many, however, were not able to acquire exactly the kind of education or training they preferred. When asked about impediments to further education or training, respondents cited limited information and career counselling as well as geographic barriers. For example, 87% of high school "leavers" in the survey did not receive any form of job-related counselling.

There were also significant gender difference among respondents. For example, fewer females were employed full-time, and many worked part-time or in the home. Female respondents also indicated that their educational or training programs focused on areas such as management/business, health education or clerical work. By contrast, male respondents entered programs in fields such as mechanical or technical, construction, and arts/crafts. In addition, females faced a further barrier to education and training if they were supporting children in the home.

The need for new initiatives

The study concluded that there is room for improvement in the way young people are prepared for entry into the workforce. Fresh policies and concrete initiatives are required to address the problem of high school "leavers". In particular, more must be done to make their transition from school to work less problematic and more efficient.

One very important mechanism for bridging the gap between school and work is co-operative education. By giving learners on-the-job training and experience while they are still in school, co-op programs can help young people make better use of their educational opportunities to prepare themselves for the workplace.

The way in which co-op and continuing education evolves in Canada will depend to a large degree on the evolution of the labour market. A brief overview of current demographic trends and projections will help to situate co-op education within the broader context of Canada's human resource needs. At present, the most important discernible trends are the following:

- the aging of the workforce,
- growing importance of women,
- the increased relative importance of immigration,
- the continued concentration of employment growth in the small business and service sector, and
- the preponderance of new job creation in managerial and professional positions.

The Changing Nature of Work

The shift toward more complex and multi-faceted jobs is complemented by the trend in some industries toward grouping employees in functional work teams or units. The growing importance of high skilled and better educated "knowledge workers" not only points to the need for more flexible organizational structures, but for new approaches toward a variety of human resource issues, including work methods and practices, employee involvement in decision-making, and training and development policies.

Illiteracy and Drop-Out Rates

Despite increasing demand for sophisticated skills, many Canadians are not equipped to meet that demand. According to the 1987 Southam survey, 5 million Canadians are functionally illiterate: they do not have the reading, writing, and mathematical skills needed to function effectively in today's society. What is more alarming, some 17% of Canadian high school graduates are functionally illiterate. The Canadian high school drop-out rate also remains high with approximately 30% of learners leaving school before completing Grade 12.

Workers lacking basic literacy and numeracy skills are at a severe disadvantage in the labour market. They are less likely to find work, more difficult to train for new tasks, and less flexible in the face of technological change. There is also a direct correlation between educational attainment and the unemployment rate. University graduates, for instance, have an unemployment rate almost two-thirds lower than individuals with less than grade 8 education.

Training Culture

Historically Canada has been able to attract skilled workers from other countries to join in developing and improving its position in the industrialized world. Employers could rely on a steady stream of skilled immigrants to meet their industry needs which resulted in a reluctance to train their more unskilled existing workforce. Any training that was provided centered around "orientation" programs for new employees and was not generally geared to the future needs of the employer or the existing employee. Equally, workers did not fully understand the need or benefits related to the acquisition of higher skills. Their work day and family responsibilities left them with little energy to pursue learning opportunities after hours. Although some improvement in training and retraining has occurred recently, Canada is still lacking greatly in this area.

Many of Canada's trading partners are a long way ahead in terms of the development of a broad consensus on the need for a training policy that is not only clearly articulated but understood and developed by employers, unions, learning institutions, learners and their parents.

West Germany, for example, has a long tradition of training for various occupations. Its "Dual System" involves employers and unions as major players, with the learner and parents fully aware of the importance of gaining skills in a mixture of school and workplace learning. Employers expect that the state school system will educate the learner in the basics, and then the company will train in the occupational areas.

In many Western European countries, programs that ease the transition from school to work are supplemented by a broad system of skill development leave that enable the worker to up-date skills. In 1984, the National Advisory Panel on Skill Development Leave recommended a similar program for Canada.

If Canada is to maintain and enhance its position in the industrialized world, training and re-training for labour market needs must become a priority - a "training culture" must be developed to make learning a lifelong commitment. Co-op education can play an important role in achieving this objective.

AN OVERVIEW OF CO-OP EDUCATION

What Is Co-operative Education?

Co-operative education combines academic or institutional studies with short-term work assignments. It depends on a partnership among learners, employers, unions, and the teaching staff of a university, community college or secondary school. Ideally, the partners should monitor and evaluate the progress of the learner at the workplace as well as in the academic institution.

The Current Situation in Canada

Co-operative education took root in Canada in the 1950s at the University of Waterloo. Initially it was centered around scientific and technical education because of the perception that these subjects would be best absorbed by spending time "on the job" with skilled people. Later, business administration and arts were also included in the co-op scheme. Many self-regulating professions such as medicine and law use a type of co-op education, although they may not describe their on-the-job training by that term.

Learners now have a co-op option available in a large number of universities, colleges and technical institutes across Canada. These institutions have developed an organization - the Canadian Association for Co-operative Education (CAFCE) - and specific criteria as to what constitutes a co-op program. Many university and community college courses contain "work experience" or "career exploration" sections that meet these criteria.

"Co-operative Education Program" means that a program formally integrates a student's academic studies with work experience in co-operating employer organizations. The usual plan is for the student to alternate periods of experience in appropriate fields of business, industry, government, social services and the professions in accordance with the following CAFCE criteria:

- each work situation is developed and/or approved by the co-operative educational institution as a suitable learning situation;
- the co-operative student is engaged in productive work rather than merely observing;
- the co-operative student receives remuneration for the work performed;
- the co-operative student's progress on the job is monitored by the co-operative educational institution;
- the co-operative student's performance on the job is supervised and evaluated by the student's co-operative employer;
- the total co-operative work experience is normally fifty percent of the time spent in academic study, and in no circumstances less than thirty per cent.

Thirty-five Canadian universities and forty-eight colleges and technical institutes are members of the Canadian Association for Co-operative Education and have programs that meet these criteria. Other institutions that are not members of the Association also have programs which basically conform to these criteria.

Secondary or high schools also offer many courses that contain some work experience related to career goals. At this level, there is an organization the Co-operative Career Work Education Association of Canada (CCWEAC) which sets forth criteria for co-operative education and differentiates it from "work experience" courses. CCWEAC offers the following comparison:

The Programs Compared:

- *Work Experience* (Observational/exploratory)
  -Students' general needs are considered
  -Production worker or observer
  -Not usually a planned program of experience
  -Not usually a selection process
  -Supervision on-the-job is often an "extra" assignment
  -Limited monitoring other than initial job approval

- *Co-operative Education*
  -Primary goal is the development of occupational competency over an extended period of time
  -Based on stated, specific career objectives
  -Learning worker
  -Usually a variety of planned experiences
  -Usually a structured selection process
  -Teacher/co-ordinator knowledgeable in the subject field given sufficient time to provide direction
  -Emphasizes a program of coordinator visitations, employer conferences, and regular evaluation.

In contrast to university and some college programs, those run by the school boards do not require that employers pay participants. In some programs the student performs 'work', whereas in others the experience is geared to career exploration. National standards in terms of a universal description of co-op programs do not exist. Some provinces are developing or have developed policies and guidelines in this area.

In addition to the programs initiated in the educational system, there are also training programs initiated in the workplace, such as those given by Mohawk College. These are available to workers who need skills up-grading or retraining. In conjunction with the employer, employees might approach an educational institution for help in designing a program to upgrade existing skills. Although not usually referred to as co-op programs, these initiatives tend to follow the co-op formula in reverse.

Employment and Immigration Canada awards funds, on a project basis, to encourage the development of co-operative education classes at the secondary and post-secondary level. These submissions are judged on the basis of meeting the criteria for co-op education established by CAFCE and CCWEAC.

General Profile of Co-op Learners in Canada

The typical university co-op learner would probably be a high academic achiever enrolled in engineering, the sciences, or business administration. After acceptance into a co-op program the learner would spend four months attending courses at the university. In this period, the Co-op Coordinator would make placement arrangements with collaborating employers for on-the-job instruction related to the career goals or field of study of the learner. Participants would alternate between university and the workplace every four months for at least four years and possibly longer depending on when the learning blocks took place or were arranged.

At a college or technical institute, a learner might spend from several weeks to almost half of a two-year program in the workplace. Here too, co-op participation would most likely affect high achievers in the science or technology stream, though an increasing number of colleges are offering co-op options in business and service industry courses.

At the secondary school level, co-op experiences vary widely. Some courses are designed for those encountering difficulties in academic streams. These learners may do well in a situation where a major portion of their learning occurs in the workplace. Others would be high academic achievers with other reasons for taking advantage of co-op opportunities. Many use it as a means of career exploration, trying various work experiences in order to choose the career path they wish to follow.

In the secondary schools, co-op programs tend to be offered in Grades 11 and 12. A growing number of educators believe, however, that there would be many benefits in offering programs earlier, in Grade 9 or 10 for example, particularly in the case of career exploration.

In situations where co-op education is initiated from the workplace, the learner may be an employee facing technological change. Workers in this position may require upgrading of academic or computer skills. Workers facing possible job loss through plant closure would need retraining for another occupation. In either scenario, a mix of formal school learning would supplement the skills already acquired by this experienced worker.

The co-op learner may also be an unemployed person seeking further education in one of the many adult learning centres established by school boards across Canada. The program is free and available to those 18 years old and older who have been out of school for at least 12 months. Learners use the co-op model, complemented by career counselling, to complete Grade 12.

What Are Governments Doing?

This year, approximately 140,000 learners across Canada will participate in co-operative education programs that are funded by either the federal or provincial governments. These programs range from helping potential high school dropouts and learners with special needs, to giving learners experience in occupations such as tourism, advertising, engineering, computer science, social sciences, water resource technology, the public and health sectors, and business administration. Of those participating in the programs, approximately 70% are high school learners with the remainder enrolled in 73 colleges and universities.

Three quarters of co-op participants receive their training in the private sector and non-profit organizations. The federal government is also a significant provider of work experience - particularly at the post-secondary level.

Federal Programs: Employment and Immigration Canada provide funds to secondary or post-secondary institutions interested in establishing co-operative education programs through the Job Entry Program under the Canadian Jobs Strategy. A maximum of $200,000 for a four year period is available to each new program. Participating institutions must contribute matching funds.

Over the past four years, the federal government has provided $21.2 million to support 193 cooperative education projects across Canada. For the current fiscal year, another $9 million has been approved for 50 additional projects. The Labour Force Development Strategy proposes to quadruple the annual allocation and focus the increased funds on the secondary school level.

Provincial and Territorial Programs: In Canada, education is under provincial authority with funding assisted through transfer grants from the federal government. Most provinces have policies concerning co-op education at the university and college level. The majority of these programs would fit the CAFCE definition. Programs at the secondary school level are very diverse. While some would fit the CCWEAC definition, others are best described as work experience or career exploration.

Below is a summary of programs offered:

There was no one, comprehensive source of information on co-operative education programs at the various levels of learning under consideration by the Task Force. It was therefore necessary to contact Provincial\Territorial representatives to find out what was happening in this rapidly expanding field of learning. The following information does not claim to be complete but is the best available given the time and resources at hand as well as the varying definitions in use across Canada.

British Columbia

Co-op education was introduced in B.C. in the early 1970s. It spread rapidly in the 1980s and is now available at the University of British Columbia, Simon Fraser University, and the University of Victoria. At the College level, the B.C. Institute of Technology, Camosun, Capilano, New Caledonia, Douglas, Okanagan, Selkirk and Vancouver Community have programs. Although not all areas of study are available in every institution, the courses offered cover science and technical subjects, the arts, and business administration.

Of the approximately 73,000 B.C. secondary learners in Grades 11 and 12, over 20,000 are in

programs that offer some form of work experience. About 6,000 of these are in Career Preparation Programs which prepare learners for careers in business education, technical areas, communications, natural resources and the services sector. These courses count as credit toward graduation and are governed by specific Ministry of Education policies. Learners do not receive remuneration for their time at the workplace. Studies have not been undertaken to formally evaluate the program, however, expansion of all partnership programs is planned to reach those schools currently without co-op initiatives.

Although it did not specifically mention co-op education, the 1988 Report of the Royal Commission on Education in B.C. supported a mixture of school learning and work experience.

Alberta

Elements of the co-op model are contained in many programs offered by the Department of Advanced Education in Alberta. Eight universities and colleges run programs that meet the criteria of CAFCE. The areas of learning include science, engineering, business administration, and the new Tourism stream of the B.Comm. degree. Other programs offered at colleges may contain work experience. In some cases, EIC may cover part of the costs of the program, in other cases, the programs are funded entirely by the province.

At the secondary level, over 10,000 of the 100,000 students in Grades 10, 11 and 12 in Alberta are in co-op education. This 10% of eligible students are concentrated in technical and business courses, despite the fact that co-op education is an option in all subjects in those grades. Successful completion of the course is counted as a credit for graduation. Learners are allowed to receive pay for work performed or an honorarium. Work experience programs are also offered, although these are fewer in numbers, with the workplace portion being much more general. While studies have not been undertaken on either the cost/benefit question or on retention until graduation, the Province is planning an expansion of their co-op programs.

Saskatchewan

The University of Regina offers co-op ed programs ranging from administration, chemistry, computer science, systems engineering and physics to film, video, journalism and social work. The University of Saskatchewan does not offer programs in the co-op model.

Saskatchewan's community college system is quite unique to Saskatchewan and therefore is difficult to compare with other provinces.

At the secondary level there are approximately 5% of the province's 43,092 students enrolled in Grades 10-12 in co-op programs. They are not yet offered in every school in all subjects and generally cover technical and business education, and some pre-employment programs. They count as credit toward the graduation diploma, and are funded in the usual way between the province and the local school division. No over-all provincial policy has been developed.

The learner in the secondary system does not receive pay for work performed, nor are they given an honorarium by the employer. No studies on the advantages or disadvantages of this type of education have been done by the province and it is not known whether expansions are planned.

Manitoba

Two of Manitoba's three universities offer co-op programs as part of their science courses and the University of Manitoba also offers a co-op option as part of course work toward a B. of Eng. degree.

Community Colleges offer co-op courses in business administration, farm and agricultural mechanics, hospitality, and tourism. Courses that contain work experience elements may be funded on a shared basis with EIC although some are paid for exclusively by the province. Some co-op programs have been provided at the request of employers and redesigned for their existing workers. In this case, the financial responsibility lies with the employer, who may or may not recover money from other government sources.

The New Careers training program is an example of an innovative approach to retraining existing workers or enabling disadvantaged people, such as natives or women, to improve their skills, particularly for para-professional positions. In northern Manitoba it has also helped to train retail workers up to store manager levels in one major retail outlet.

Manitoba's Department of Education has expressed strong support for extending the co-op model to the secondary school level, urging that the federal government commit as much money to high schools co-op programs as is committed to universities and colleges. The co-op model has been used at the secondary level but has been limited to courses for learners with special needs.

Of the 50,000 secondary students in Manitoba's schools, approximately 7,000 or 14% are enrolled in work experience, on-the-job training, and vocational practicum courses. About 200 are in co-operative vocational education programs. In all these programs, the time spent "on-the-job" is eligible for credits toward graduation. Additional maintenance funds are not provided by the Province once the programs are established. There is no stated Provincial standard beyond that required for regular courses. Students, in theory, are not allowed to receive pay nor honorariums for the work performed. Studies evaluating the cost/benefits and early leaver questions have not been done. There are no current plans to expand co-op programs.

Ontario

In 1988-89, colleges of applied arts and technology in Ontario offered more than 200 co-op programs. Approximately 47% of programs are in the field of technology, and 43% are in business. Participants in the programs numbered approximately 9,600, representing about 10 per cent of full-time, post-secondary enrollment at these colleges.

About 75% of co-op programs are mandatory. Learners admitted to these programs must participate in a minimum number of work terms in order to graduate. The remaining 25% are optional with learners competing for program positions.

Co-op programs in colleges usually consist of alternating semesters on and off campus. Some programs, however, offer the parallel model where learners are in school for a part of the week and on a work placement for the other portion. In both models, normally one-third to one-half of the total time is spent on the work placement. The amount of time spent on academic study in these programs is comparable to that of a similar program without the co-op component. College learners are normally paid for their work at the lowest of "going rates" for the position they hold.

A common definition of a co-operative program has not been formally accepted by all Ontario universities. Ten universities in Ontario currently deliver co-op programs; however, the University of Waterloo accounts for approximately 85% of all university co-op enrollment. In 1988-89, 11,400 learners, approximately 5% of all university enrollments, participated in co-op programs. Of these, approximately 98% were enrolled in undergraduate programs. The main areas of study were engineering programs (32%), mathematics and computer science (32%), and science programs (10%).

Traditionally the university co-operative education program is one in which learners alternate four-month academic terms with four-month work terms. A typical co-op program has eight academic terms (32 months) and six work terms (2 years of work experience).

Ontario now has 45,000 learners in co-op education programs at the secondary school level. This 35 per cent increase over the previous year represents a strong thrust by the Ministry of Education to implement programs that mix school and work experience. While co-op education is a credited option in all subjects, 95 per cent of co-op learners are in Grades 11, 12, and 13. The school district does not receive additional funding from the province, however, districts are provided special incentives in the form of financial assistance for the transportation of learners, and teacher's and counsellor's information.

Co-op programs are usually of a 16 to 18 week duration over each year. Work experience programs are 2 to 4 weeks in length. Learners do not receive remuneration but may be given an honorarium for incidentals (e.g. transportation).

Although an evaluation of these programs has not been done, informal research and interviews have

revealed positive results. Co-op programs are being expanded and additional funding has been allotted for the current 89/90 school year.

Quebec

Since 1966 the University of Sherbrooke has been offering co-op programs in engineering. In the 70's some Arts degree programs were added and business administration was added in the 80's. Universities of Laval, McGill,Montreal and Concordia all offer co-op programs mainly in schience and technical subjects.

In 1986, "Individualized Paths for Learning (IPL)" were introduced in Quebec as part of the broad reform of the general and vocational education underway in that province. IPLs are intended for those who have fallen at least one year behind in their schooling. For those under 16 years of age, the program is educationally oriented. "Continuous IPLs" have been designed and implemented in 1989 for youth aged 16 to 18 and combine general education with vocational training.

Participants in Continuous IPLs usually spend two years in a program that includes general education courses such as English/French, Mathematics and Religion, life skills courses such as nutrition, safety, housing and personal financing, and, introduction to the world of work courses which cover areas such as a working knowledge of the world of work, understanding the economy and, performing a job. This general education is combined with Work Skills Education that prepares the learner for jobs not requiring any specific qualifications. Its aim is to provide participants diversified, comprehensive training by teaching them a minimum of three job functions in non-specialized occupations that do not require the level of training offered in regular vocational education systems. Arrangements are made for the learner to alternate between school and a work placement so that the skills studied can be transferred to the workplace.

New Brunswick

150 of the 500 students enrolled in the computer sciences program at the University of New Brunswick participate in their co-op program. This is the only discipline to offer the co-op option.

In New Brunswick's secondary schools, co-op education is offered in selected subjects such as vocational, marketing, office and tourism in Grades 11 and 12. A special program is also being designed for "at risk" students. The courses are credited for up to 2 out of the 24 credits necessary to graduate. Students are not permitted to receive remuneration for their work, however, an honorarium may be offered to the learner should the employer wish to do so. A co-op education and/or work experience coordinator has been engaged in each school district. The province also offers non-credited job shadowing and career exploration programs.

Nova Scotia

Acadia, Dalhousie, Saint Mary's and Mount St. Vincent Universities, the Technical University of Nova Scotia and the University College of Cape Breton offer co-op programs. The three latter have programs in most subject areas, while the former offer limited options. Currently, co-op programs are not available at the community college level, although this recommendation has been made to the Minister of Education by a recent study of the council established to look at education in the province.

At the secondary school level, four co-op education pilot projects have been launched through federal funding in four of Nova Scotia's high schools. Non-credited work experience is and has been available to "low achieving" Grade 11 and 12 learners in most school. The council study recommended that co-op education should be initiated in all highschools with the option available to all learners.

Prince Edward Island

The University of Prince Edward Island offers a science co-op program.

Of the 4,000 high school students in P.E.I., 50 participate in the one co-op program offered in one high school. In this high school, the co-op option is available in all subjects, but is mostly limited to those in Grade 12. Learners are not permitted to receive pay or honorariums for their work, unless

the work is performed in after-school hours. P.E.I. has not yet evaluated its program and is not, at this time, planning expansion of the program.

Holland College, described in the following section, is the post-secondary institution offering co-op education in all its programs in Prince Edward Island.

Newfoundland

At Memorial University, 1400 students are involved in co-operative education programs leading to a bachelors degree in Engineering or Commerce. Plans are currently underway to offer the co-op option at the graduate level in Psychology and to disabled students in all disciplines. Cabot Institute, a technical college, will be offering co-op education in their computer science program in September of 1990. The Marine Institute has 10 students currently participating in a technical co-op program in Industrial Engineering.

In most of the secondary schools in Newfoundland, work study or work experience programs are offered. These programs are not necessarily subject-related and are not credited. The majority of participants are special education students in Level I or II (Grades 10 and 11).

Northwest Territories

Following the Alberta basic curricula, this area has work experience programs in five out of the nine schools that offer grades 10, 11, 12. About 41%% of the total enrollment for Grade Ten for 87-88 school year, were in these programs. In Grade 11, 31% were enrolled, and in Grade Twelve, 12%. These courses cover up to 125 hours of on-the-job time and count as credits toward graduation. Of the total secondary school enrollment of 1,403, 29.2% participated in work experience programs.

Yukon

Yukon College offers co-programs.

Work Experience programs exist in some of the 9 secondary schools, but are available mainly for those students with special needs living in Whitehorse. In these programs, credits are not given toward Grade 12 graduation. Of the total secondary enrollment of 1,760, approximately 130 are involved in work experience programs. It is hoped to expand the co-op or work experience model to all programs in the Territory as soon as possible.

Examples of Successful Programs

Holland College, Prince Edward Island

Prince Edward Island's Holland College has been dedicated to career development through co-op education for several years. Its objective is to provide a broad range of educational options, particularly in applied arts, technology, vocational training, and adult education. The College's programs are designed with input from employers who identify the skills they need for the success of their businesses. Teachers at the college have both academic qualifications and employment experience. Classrooms attempt to simulate the career/work world and on-the-job training with leading Atlantic Region employers is a requisite part of all programs. Counsellors are present to ensure that programs are meaningful to the personal needs and aspirations of learners.

University of Waterloo, Ontario

The University of Waterloo was founded on the basis of a co-op program in engineering. It was the first post-secondary institution in Canada to introduce co-operative education. The University of Waterloo accounts for approximately 85% of all co-op enrollment at the university level in Ontario. It is the second largest co-operative education institution in the world. Programs offered include arts, applied science, science, environmental studies, and mathematics

Scarborough Board of Education

The program administered through the Scarborough Board of Education is one of few programs

that have been carefully studied and evaluated. It used as a yardstick for other initiatives across the country.

The Scarborough Board of Education has a long-standing co-op program. It currently offers co-op programs as options in all courses at all secondary schools for learners in Grades 11 and 12.

A recent study of Scarborough's co-op program[1] undertaken for the Scarborough Board of Education found that the typical learner in the program is a female, Grade 11 or 12 student at a Collegiate Institute and is generally doing well in advanced-level subjects. The same study showed that male learners, who comprise one-third of the co-op program, were three times more likely than females to be in a business and technical institute or high school, and four times more likely to be taking basic-level subjects in school. These findings suggest that there are two distinct client groups for co-op programs.

Frequency data used in the study also suggested that certain learner populations may be under-represented in coop programs. These include 15-16 year-olds (the school leaving age), high-achieving males, and low-achieving females.

Co-op program placements tended to follow the traditionally segregated occupations for both men and women. They ranged from 22.4% of the learners who went to business offices to 6.4% who were placed in machine shops. The latter accounted for 20.6% of all male co-op learners and no females. On the other hand, 10.8% of the females were placed in hospitals while only 3.1% of males were so placed. Placements appear to reflect the reality of occupational segregation in the labour market and play a neutral role in the elimination of the problem.

The majority of learners taking co-op programs had previous job experience. Many learners were working in a regular, part-time job while participating in co-op programs. Therefore, the benefits of the co-op experience for these learners may not necessarily have included work experience.

Generally the learners would recommend the co-op program to others, even though 54% of the survey respondents did not believe that their work placement helped them in their school work. In addition, most learners did not believe that their school work was relevant to their job placement.

The policy of the Scarborough Board is that learners should not receive remuneration for on-the-job-training. A company participating in a co-op program, however, may pay expenses, allowances, or an honorarium at its own discretion.

The study also included disabled learners. Because most of them were attending the same school in the division, their results were analyzed separately and some interesting differences were found: approximately equal participation of male and female learners; learners normally did not have work experience prior to entering the program; participants were, on average, one year older than other learners; this group was more likely to be studying technical subjects; and, learners rated the relevance of the placement higher.

Community training councils

Some communities have established councils to co-ordinate responses to their identified training needs. These councils usually are representative of business, labour, school boards, community colleges and interest groups such as women's organizations.

Often started as a result of skill shortages or the closing of a large employer in the community, they have been able to come to a consensus on the training needs and then approach the appropriate level of government, local, provincial or federal, for whatever assistance might be available.

Some financial support is available for the establishment of such councils from the Federal government through EIC and through some provinces' skill development or training department programs.

Hamilton has had extensive experience with community training councils. It currently has established three councils that work well together, dealing with specific parts of the problems involved in analyzing and developing responses to the needs of their heavily industrialized region:

Hamilton-Wentorth Skills Training Advisory Committee

- Plays a role in coordinating and interrelating with other community organizations and sectors: Labour Councils, Boards of Education, Chamber of Commerce, Mohawk College,

McMaster University, Industry-Education Council, Regional Government, Provincial Government, Federal Government, Local Advisory Councils, Private Sector Associations and Organizations.

- Identifies local skill shortages and future skill needs
- Inventories community resources
- Examines and evaluates the effectiveness of existing programs
- Investigates alternative training methods and recommends design and delivery modes
- Advises both the Federal and Provincial Governments on needs and the direction of government allotted training funds
- Promotes an attitude among business and labour leaders that training is a responsibility of all sectors of the community
- Promotes technical skills awareness in senior elementary and secondary schools and among the general public. Also encourages educators to seek the training necessary to promote and advance these skills.

This Committee presently initiates programs and development in manufacturing, health care, automotive, heating, refrigeration and air conditioning, electronics, hospitality and construction. They also sponsored a "skills olympics" involving 6,000 students, 8 school boards and over 30 industries.

Working with private sector groups, STAC is developing generic presentations for employers to present to students, guidance counsellors, teachers and principals.

Hamilton/Wentworth Industry-Education Council

The Industry-Education Council is a non-profit corporation organized to assist schools to match community resources with learner and teacher needs in an attempt to facilitate the transition of youth from school to work. Started nine years ago, it was the first of its type in Canada. The Board of Directors of the Council consists of representatives of business, labour, all levels of government, educational institutions and other community organizations. Examples of some of the Council's initiatives are:

Contemporary Careers for Women is an annual event sponsored by the Council. Over 3,500 girls in Grades eight and ten have participated in this activity which provided them with the opportunity to meet 400 successful women in non-traditional occupations.

National demonstration projects to provide work experience for the physically and/or mentally handicapped adolescents have been undertaken.

A Career Resource Directory has been developed which links schools to the workplace, with 300 employer volunteers who talk to learners and teachers about specific occupations.

Partners in Education or the Adopt-a-School Programs have been initiated to couple schools and employer organizations to address the specific needs of each partner.

The Work Orientation Workshops Program is sponsored by CEIC and is directed towards recent school leavers. Offered through the co-operation of local employers and labour, the program offers workshops, work experience and personal planning assistance.

Hamilton/Wentworth Business Advisory Centre

The Business Advisory Centre of Hamilton/Wentworth is a community- based, non-profit organization that was established to advise existing and newly-forming, small and medium businesses on management, technical and human resource planning matters and problems. The Centre's Board is also representative of business/labour/governments/education and community organizations.

Mohawk College of Applied Arts and Technology

Mohawk College is located in Hamilton, Ontario. It has often been at the forefront of innovative training initiatives. At the request of industry, it has played a major role in developing training programs for the Hamilton-Wentworth Industrial Skill Training Advisory Council.

The College offers co-op options in many of its courses and supports the model at both the secon-

dary and college level. In a response to the Canadian Labour Force Development Strategy, the College recommended closer links between the two levels of schooling, favouring ties to apprenticeship programs. The document stated, however, that apprenticeship training was in need of redesign. The College recommended that the list of occupations included in apprenticeship and co-op programs be broadened.

The College sees the co-op model as beneficial in stimulating closer links to industry and unions and encouraging "pragmatism" in curriculum development. The College believes that such courses are attractive to learners, act as a motivator, and improve retention rates. Other benefits of co-op programs included the opportunity for female participants to enter non-traditional training and an occasion that offers work experience to the disabled. It was also noted that co-op programs make better use of college facilities on a year-round basis.

Mohawk College stresses the need to develop proper job descriptions by the employer and the co-op Coordinator so that the workplace learning experience may be effectively related and integrated into the college program. The College believes that industry must be made more aware of the benefits it can derive from co-op learners. They provide employers with an opportunity to showcase and profile career opportunities in their firms.

Footnotes:

[1] E.W. Cheng, Charlene Moore. Learners Taking Co-operative Education in Scarborough: Their Background Characteristics and Placement Experience. (Scarborough Board of Education, December, 1988).

The Scarborough system consists of Collegiate Institutes for those taking academic subjects, Business and Technical Institutes for those specializing in business and technology, and High School for a basic education.

COST/BENEFIT SUMMARY FOR CO-OP EDUCATION

The Community

Costs

Financial

In the short term, financial resources will have to be made available to run a co-operative program.

Administrative

To be effective, a co-op program will demand a certain minimum of administration from educational institutions.

Co-ordination

Co-op programs require close consultation and co-ordination among boards of education, teaching staff in educational institutions, employers, labour representatives, government funding agencies, and learners.

Benefits

"Expands the "Learning Laboratory"

Co-op learners gain experience with machinery, equipment, and technology that is unavailable in their educational institutions. Many get a first-hand appreciation of the challenges and opportunities of entrepreneurship. They experience work situations and are able to share their experiences upon return to the classroom.

"Stretches" the Tax Dollar at the College and University level.

Co-op students at the college and university level rely less on government services and special funding programs. They pay tax, unemployment insurance, and Canada Pension Plan contributions from their work-term income. They are less likely to require financial aid thus leaving Student Assistance dollars to be effectively extended to other students. Co-op students can finance their own education and their income usually disqualifies them from receiving funds from the Financial Aid Office, thus making those dollars go further among other students.

Fosters Communication

Co-op programs offer excellent opportunities for community relations because of the close and frequent interaction among those involved. This would enable the parties to better meet the economic and social needs of the community.

Learners (Post-Secondary)

Costs at college and university level

Poor course selection

In the spring and summer, learners may have a poor selection of courses as educational institutions cut back in the absence of their co-op learners.

Program length

As a result of additional time spent in co-op work terms, the overall educational program is longer than regular programs.

Housing

It is difficult to find housing for a work-term of four months.

Restricted extra-curricular opportunities

Co-op learners have fewer opportunities to take part in sports and other activities available to regular learners.

Moving costs

There can be high moving costs associated with getting to and from co-op work-terms if they occur in a location different from that of the educational institution.

Educational costs

There are also additional fees and expenses associated with co-op programs.

Benefits

Improved Transition to Employment

Co-op education prepares learners for the world of work and improves their employability. Placement statistics reflect higher placement rates for co-op learners than for regular learners.

Career Exploration and Planning

Learners are able to participate in and evaluate various opportunities during their co-op work-terms.

Opportunity to Practice Skills and Knowledge

Learners can relate theory to practice and apply skills in settings which cannot be duplicated within the educational institution.

Job Experience

Co-op education allows learners to combine educational qualifications with relevant experience valued by employers.

Earn Income at the College and University Level

Paid co-op work-terms enable learners to earn money which assists them with educational and living expenses.

Improved Learning

Motivation and academic performance improve as learners develop a better understanding of workplace conditions. They achieve an appreciation of the relationship between formal education, skill development, and career success.

Learners (Secondary School)

Costs

Restricted extra-curricular opportunities

Co-op or work experience learners might have less time to take part in sports and other facilities available to regular learners.

Course selection

Because there is more time spent in workplace, learners may miss opportunity for certain courses, which if not taken, may cut off their career options.

Benefits

Improved Transition to Employment

Co-op and work experience education can prepare learners for the world of work and improves their employability.

Career Exploration

Learners are able to get first hand knowledge of the workplace and possible study and job options.

Practice Skills and Knowledge

Learners can relate theory to practice and test their skill levels in settings which cannot be duplicated within the classroom.

Improved Learning

Gain motivation and academic improvement as learner appreciates the relationship between formal education, skill development and career success, improving the probability that the learner will continue on to post-secondary education.

Accreditation

By staying in school, the learner gains credit for work experience which in many cases counts toward graduation diploma.

Learners (Employed and Unemployed)

Costs

Lifestyle change

As a result of the addition of co-op education to the learners' life, lifestyle disruptions may occur and/or rearrangements may be necessary (e.g. separation from family, extraneous costs that are not reimbursed, new time demands, etc.).

The return to school

There may be some difficulty for the learner to re-adjust to the return to school after his/her lengthy absence.

The financial burden

Some learners would not be eligible for financial assistance through UI, Social Assistance, employer subsidies or other. In these instances, learners would bear the entire costs of the program.

Benefits

Opportunities

Learners would have the opportunity to upgrade present skills or learn new skills.
Learners would be able to explore various careers.
Learners would be in a position to apply new ideas to the workplace.
Learners would be able to bring their experiences into the classroom to share with other learners.

Promote lifelong learning

Participation in a co-op program may encourage the concept of lifelong learning for the learners.

Employers

Costs

Training costs

Employers will incur the costs and time of training co-op learners. By the very nature of the program, these learners will only be available to the employer for a short time.

Increased supervision costs

The regular influx of inexperienced learners will also require additional supervision.

Travel costs for college and university level learners.

Employers may also incur the costs of bringing learners from their normal place of residence to the work place.

Benefits

Efficient Recruitment

Co-op education reduces employer recruiting costs and staff turnover. It also reduces the training time needed for new employees who have previously participated in a co-op program. Both employers and learners value the work-terms which are like "an extended interview". In addition, co-op education enables employers to access well-trained learners for their short-term and project needs. This could become increasingly important as the demographic shift to fewer young people occurs.

Human Resource Development

Through co-op education, employers have an opportunity to ensure that learners develop their technical skills together with realistic work attitudes. Regular employees can perform more senior activities and supervisory functions.

Earlier/Improved Productivity

Co-op education not only provides learners with the job experience that employers require but it produces graduates with increased competence in job performance.

Relevant Training

As a result of co-op education placement, employers can provide relevant training to their future staff. Through continuous dialogue with the colleges, participating employers also have an opportunity to provide direct input to course and program content.

Labour

Costs

Jobs Replacement

Could replace or minimize the current and/or future jobs of regular workers.

Benefits

Skills upgrading

Valuable not only for students but also for workers who wish to return to school to upgrade their skills.

New Perspectives for the Workplace

It would bring in new ideas to the workplace
The workplace trainer would gain new training and supervisory skills, increasing status and satisfaction in teaching skills to the learner.
The co-workers of co-op participants could play an active role in the design and monitoring of programs.

Unions

Learners may become familiarized with the role of unions in the workplace.
Offers opportunities for community involvement.

Colleges and Universities

Costs

Program expense

Additional money could be required to start up a co-op program. Ongoing operating costs would come from existing funds.

Strain on physical facilities

Co-op education can place additional strains on the physical facilities of educational institutions.

Course offerings

The co-op cycle tends to see learners in their academic institutions in the autumn, and in work-terms in the spring term. As a result, it may be difficult to maintain the viability of course offerings during the period when the co-op learner component is absent on work terms.

Benefits

Program Relevance

Through the involvement of faculty, staff, and learners, the educational institution maintains close contact with business and industry. The improved communication which results enables the college to maintain a current curriculum and relate the academic experience to the career objectives of learners and to the employer's job requirements.

Improves the Quality of Education

Co-op education enhances learner motivation and the classroom learning process. Experiences are shared with fellow learners and with faculty. In addition, co-op education provides professional development opportunities for faculty through visits to the work site.

Increases Learner Retention

Through co-op education, learners learn the relevance, importance, and value of their education. Learners are motivated to return to school to complete their studies.

Effective Use of Resources

The year-round nature of co-op education permits greater use of the institution's physical plant and educational resources. Staggered intakes and groups of learners alternating between business, industry and college reduce the need for additional capital expenditures.

Facilitates Learner Recruitment

Co-op programs attract learners. Many learners have had co-op experience at high school and wish to continue it at the college level. Many women returning to the workforce prefer to enroll in co-op courses.

Secondary Schools

Costs

Course development

New course development for which credit would be given.

Program expense

Additional money could be required to start up a co-op program. Ongoing operating costs would come from existing funds.

Benefits

Program Relevance

Link the classroom learning more realistically with workplace needs

Human Resource Development

Teachers would become more familiar with new business technology through visits to the worksite.

Student Retention

Maintains the link between the school and the learners.

Equipment

Relieves the need to purchase expensive, state-of-the-art Equipment for the classroom.

CHALLENGES AND RECOMMENDATIONS

The Task Force on Co-operative Education supports the unanimous decision of the Canadian Labour Market and Productivity Centre Executive Committee and affirms that unemployment insurance monies, financed by workers and employers, should be used exclusively for income support for individuals, including income support related to training.

Definition of Co-op Education

Recommendation 1

The goal of co-operative education is to enable the learner to acquire the necessary skills to meet both personal career goals and the demands of the labour market.

To meet this objective and recognizing the need for a comprehensive, standardized definition of Co-operative Education, the Task Force on Co-operative Education recommends that the federal government adopt the following definition:

"Co-operative Education is a preferred system of learning that combines academic or institutional studies with actual tasks in the workplace performed by the learner".

Prior to entry into a co-op program, the learner may be:

- *enrolled in a secondary school*
- *enrolled at a college or university*
- *be at the workplace and in need of upgrading or retraining*
- *unemployed*

The program must include agreed upon goals and a training plan for the workplace, jointly determined by a partnership involving the:

- *employer*
- *labour*
- *university, college, or secondary school learner*
- *appropriate community organizations*

The training plan would include:

- *individualized programs with clearly articulated and specific objectives*
- *the mix of time spent on academic studies and on learning in the workplace;*
- *the elements to be covered by the trainer in the workplace;*
- *emuneration appropriate for the level of tasks performed;*
- *agreement that the tasks to be performed by the learner in the workplace would not displace current or laid-off employees;*
- *provision for the supervision and monitoring of the workplace portion by the instructor in the workplace, the union representative, and the representative of the learning institution;*
- *valuation of results by the parties to the plan mentioned above;*
- *counselling by the teacher/instructor\guidance counsellor and other workplace or union staff;*
- *equitable, non-discriminatory access to programs for those wishing to use the co-op model.*

Funding

There appears to be an emerging consensus among educators across Canada that co-operative education programs at the secondary school level assist in the efforts to keep young learners in the school system. Although studies are not available to support this opinion, it is generally agreed that even those leaving school before graduation would be better prepared if they had taken part in co-op or work experience programs.

Because of the need for extra monitoring, planning and visiting of the workplace, many co-op programs require more funding than do regular courses. If co-op education is acknowledged to be an important education labour market strategy, clearly governments must consider how to support it with appropriate
funding.

To maintain existing and create additional programs, new financing methods must be found. In the initial stages of the program, the greater portion of funds should be allocated to curriculum design and start-up costs. Once established, funding should ensure that programs can be re-designed to meet changing needs.

The regional disparities that exist within Canada and the provinces warrant special attention. Some areas of Canada may require more financial assistance to start and maintain co-op programs than others. For example, some regions cannot offer learners the types of skills or jobs they wish to experience. In others, employers may be suffering skills shortages. In these types of situations, additional financial assistance in the form of transportation or relocation allowances may encourage learners to seek programs outside their communities. As one educator noted: "Our secondary school work experience programs are particularly valuable for young people from more sparsely populated areas. They are bussed to the work location and this gives them a chance to explore jobs they wouldn't otherwise know about."

Recognizing that the role of the federal government, through Employment and Immigration, has been to provide "seed" funding to learning institutions to encourage them to establish co-op programs, with the ongoing operating costs of such programs left to the provinces and the institutions themselves, the Task Force recommends:

Recommendation 2

That the federal role in supporting co-op not include the ongoing operating costs of co-op programs at educational institutions. The federal government should continue to use funds available for co-op to provide start-up funds for co-op education programs.

The Task Force recognizes the valuable contribution which co-op programs have made at the post-secondary, secondary, and workplace levels in assisting learners to bridge the gap between school and work and acquire knowledge relevant to specific occupations and industries. Co-op programs can provide young people with motivation to continue on to further education and/or training and generally promote lifelong learning. We believe that co-op initiatives at all three levels should continue to be eligible for federal assistance. However, we also believe that special importance should be attached to the use of co-op programs at the secondary school level, both to discourage learners from leaving school early and to provide youth with exposure to the job market and to various occupations. Accordingly, the task force recommends:

Recommendation3

That governments place particular emphasis on proposals that would assist young people as well as adults at the secondary school level to make the transition from school to work, complete their high school education, and acquire more knowledge of actual work settings and career options.

Further, recognizing the regional disparities that exist between and within the provinces and territories of Canada, the Task Force recommends:

Recommendation 4

That financial assistance, by way of moving and transportation grants, be made available to those learners in regions offering limited opportunity

who must or wish to participate in co-op programs outside of their communities.

Quality of the Programs

The quality of programs, in terms of the qualifications of teachers, the amount of planning and the quality of supervision on site, is an area of concern. To insure the quality and success of co-op programs, the teacher, coordinator and on-site trainer need to be trained on how to make the best use of the learning opportunity in the workplace.

Teachers, affected by declining enrollment and required to teach a given number of courses according to their contracts, are often put into co-op ed or work experience teaching positions without adequate training or time to develop proper courses.

Planning courses that meet the needs of the involved parties is essential, with consideration given both the learner and industry. Direct exposure of teachers and Coordinators to the workplace is necessary if the needs and skill requirements are to be fully understood. Various programs exist in some provinces, Ontario for example, to train teachers and/or co-op Coordinators in new skill areas such as recruiting employers, involving unions, effective program development, individualized training plans, etc.

Experience provided to the co-op participant should be relevant in terms of his or her career and labour market needs. The work experience should introduce the learner to a number of skills. According to a recent United States study,[1] 80% of high school graduates will have had job or work experience. This is not because of widespread co-op ed programs, but rather that they are working part-time during their school years, ranging from 10 hours to a high of 30 hours per week. Another study also revealed that 66% of 16-17 year olds in the U.S. are in the labour force. In Canada, 37%, in Sweden 20% and in Japan 2% are listed as labour force participants. In the U.S. study, the jobs which these young people were performing generally did not provide an opportunity for the school learner to practice school related skills or decision making. It would appear from these studies that it is not just work experience that is required, as the majority of learners are already obtaining experience from their after-school employment. If co-op education is to meet its objectives, it must be a planned process that offers learners an opportunity to link what is learned in school with the workplace - an opportunity that offers not only work exposure but a valuable learning experience.

To ensure that programs are meeting the general objectives of co-operative education, an evaluation of the programs is necessary. To date, very few formal assessments have been undertaken. As is true of any strategically planned program, the value, suitability and effectiveness can only be assured if the effects of co-op programs are examined carefully.

Expansion of co-op programs will bring with it a need to provide more and improved training for teachers and coordinators involved in designing and delivering such programs. The Task Force believes that deficient training of coordinators and teachers is a serious problem that undermines the effectiveness of existing programs. Accordingly, the Task Force recommends:

Recommendation 5

That a modest amount of federal government seed funding available for co-op initiatives be used to help provide improved training for coordinators and other educators engaged in the planning and supervision of learner placements. This would include a direct exposure of educators and coordinators to the workplace and a knowledge and understanding of the labour movement.

Recommendation 6

That governments and institutions take measures to ensure that co-op and work experience programs are monitored and evaluated to ensure that the learning experience is meeting specified objectives.

Equitable Opportunities to Participate

Studies indicate that the types of individuals participating in co-op programs vary considerably

depending on the location of the initiating institution and the goals of the program. It is clear, however, that both female and male participants are systemically educated, trained and hired for traditional occupations. Projections show that over the next 10 to 20 years female participation in the labour force will continue to rise, and employers will be looking to women to fill a wider range of occupations. Unfortunately, however, there is a still a trend for women to work in low-wage or part-time positions in services, clerical and sales sectors.

Other disadvantaged groups are also under-represented in various occupations through traditional hiring practices and policies. The Scarborough School Board experience shows how targeted groups such as the disabled can benefit when special opportunities are made available to them.

Specially designed programs can be effective in promoting non-traditional occupations for female learners and directing and easing the participants into these occupations. Co-op programs can play an active role in eliminating the occupational segregation and discrimination suffered by disadvantaged groups in the labour market.

The Task Force recognizes that co-op programs at all levels--post-secondary, secondary, and workplace-centred--can provide particular benefits to individuals who otherwise might have difficulty gaining workplace experience in certain industries and occupations (e.g., women in non-traditional occupations, native people in many occupations, the disabled). Thus, the Task Force recommends:

Recommendation 7

That the government continue to require applicants for federal government financial support for co-op initiatives to explain how their proposal would impact favourably upon selected disadvantaged and underrepresented groups.

Recommendation 8

Special affirmative action programs be established to promote female participation in non-traditional occupations, and the integration of disadvantaged groups such as the disabled, aboriginals, visible minorities and the functionally illiterate.

Public Awareness

The "images" of various co-op programs act as a barrier for some participants. In some secondary schools, for example, the programs are perceived as courses for slow learners. In other instances, they are thought of as programs for "high achievers" only. In both situations, potential participants are discouraged from applying. Other factors, such as the occupational status of the parents, have been shown to be a strong determinant of student participation.

There appears to be a mixed image and understanding of the goals, rationale and benefits of co-op programs. Parents, prospective employers, learners, educators, unions are all lacking information on what co-op education can offer.

If a learner is unaware of co-op programs, then for all intents and purposes they don't exist, at least for them. Some studies indicated that learners did not choose co-op simply because they had never heard of it.

The promotion of co-op education at organizational (e.g. school, company, union), regional (e.g. school board, trades council), and provincial/territorial and federal levels will increase awareness and, as a matter of course, participation. Innovative and successful promotional methods in the area of co-op education have been initiated by the CAFCE and the Ontario Co-operative Education Association. The CCWEAC has produced and distributed a videotape promoting the program. The OCEA has embarked on a public awareness campaign to promote programs within Ontario. Although not dealing with co-op education, the federal government's mass advertising campaign to promote fitness through "Particip-action" is an excellent example of how this approach can succeed.

Although the growth of co-op programs has been quite rapid and a rich variety of programs can now be found in Canada, there is a general lack of awareness of the co-op option and of its potential benefits for learners, industry, labour, educational institutions, and the wider community. There is a particular need to encourage educational institutions to develop a larger number of co-op programs and to integrate co-op into the educational programs avail-

able to all learners. The most effective way to persuade educational institutions to attach a higher priority to co-op is to build public awareness.

The Task Force on Co-operative Education recognizes that there is a general lack of awareness of co-operative education and its benefits. Accordingly, the Task Force recommends:

Recommendation 9

That the federal government co-ordinate, with the provinces, territories, employers, labour, learning institutions, and other organizations such as CAFCE and CCWEAC, a public awareness campaign to stress the broadly-based benefits of co-op.

Making the Choice

The "Pathways" study referred to earlier suggested that 87% of secondary school dropouts and graduates who do not go on to post secondary education receive no career or job counselling. School counsellors are often overwhelmed with assisting school learners with personal problems and have little time to research and explore career options so they could give meaningful information on course options related to future career aspirations. Usually there is little career exploration or planning offered at junior high level or Grades 7, 8, 9 and many career programs are slotted for Grade 12, thus missing many who leave earlier.

Inadequate counselling with respect to the realities of the labour market and industry's needs is characteristic of most of Canada's educational institutions today. Because of this serious deficiency, most high school students receive no career-related counselling, while college and university students often lack a realistic appreciation of the realities of the job market.

The importance of the role of counsellors in the co-op education scheme cannot be overemphasized. They must have the time and interest to actively research and promote a variety of career choices for learners. A lack of commitment to co-op education and its benefits can only undermine the goals of the programs. This is true not only of guidance counsellors but of all teaching and administration staff.

The Task Force believes that a major benefit of co-op is the fact that, through effective counselling, it can bring educational institutions--and thus learners in these institutions--into closer touch with the labour market. The Task Force recommends:

Recommendation 10

That all educational institutions seriously explore the possibility of establishing co-op programs--with or without federal seed money--and that a major effort be made at the secondary school level to make co-op programs a focal point for improved career counselling, particularly for the large majority of secondary school learners who are not bound for further education at the post-secondary level.

Consultation/ Co-ordination

Canada's ability to compete in a knowledge-based, technology-driven world is increasingly dependent on its capacity to educate, train, and retrain workers quickly and effectively. Education and training systems therefore play a key role in effective human resource planning and it is in the interests of both business and labour to ensure that these systems be made as responsive as possible to the needs and changes in the labour market. To meet the current and future needs of industry, direct consultations between the parties are essential.

The attempt to involve unionized workplaces in co-op programs has been difficult, time-consuming and often without positive results. Consequently, these settings offer fewer co-op placements than do other unorganized work environments. To lessen its reluctance to participate in co-op initiatives, labour requires an assurance that co-op learners will not take jobs or pay from regular workers. Appropriate collective agreement language substantiating this principle will facilitate the involvement of unions. Special efforts by the Coordinators to include unions and their representatives in the design, evaluation, and monitoring can greatly facilitate the success of co-op programs in organized workplaces.

The direct costs of participation in co-op initiatives that labour representatives may face is another con-

sideration in the attempt to increase co-op activities in unionized workplaces. Should a labour representative become involved in monitoring or implementing a co-op initiative, then lost or decreased production should not result in lost wages for that individual.

Some communities, Hamilton-Wentworth as an example, have established advisory committees/councils that bring together representatives of business, labour, government and educational institutions to develop plans and programs that assist in solving needs. They are able to integrate funding from federal, provincial and, in some cases, municipal sources to financially sponsor their programs.

Although CAFCE, CCWEAC and the World Co-op Conference exemplify successful co-op forums, formal communication lines and information exchange processes between co-op programs and experiences across Canada (and internationally) are insufficient. Conferences, workshops, training and information sharing opportunities for trainers, co-op teachers and Coordinators are limited. All of these groups, particularly Coordinators, would benefit from a greater exchange of information.

The Task Force believes that co-op coordinators and other educators involved with co-op programs should work closely with business and labour representatives in designing and delivering programs. Thus, the Task Force recommends:

Recommendation 11

That employers, including governments, and labour support/welcome co-op education in the workplace as an instrument of education training.

Recommendation12

That representatives of employers, including governments as employers, labour, learners and the community be integrated into the development of co-op programs as full partners, with a greater role in planning, promoting, delivering and evaluating co-op initiatives.

Recommendation 13

That employers and unions make the placements of co-op learners an item for their collective bargaining agendas.

Recommendation 14

That educational institutions and school boards establish advisory committees/councils on co-operative education. Members of the committee would include equitable representation of employers, labour, learners, educational institutions and the community.

Finally, to ensure the enthusiasm and dedication necessary to fulfill their role as a partner, the Task Force recommends:

Recommendation 15

That workers and their representatives not suffer economic penalty while involved in any aspect of co-operative education programs.

Concluding Remarks

The Task Force on Co-operative Education believes that the development of training programs, which allow for maximum choice, flexibility and the realization of labour market goals, ranks as one of our most important labour market challenges.

In order to respond to this challenge, the Task Force recommends the expansion of Co-operative education as a means of facilitating the transition from school to work; work to school; unemployment to work; and the promotion of lifelong learning.

Therefore, by encouraging employers, labour, educational institutions, learners, and governments to work together to design and deliver co-operative education programs, the needs of learners and the changing labour market will be better served.

Footnote:

[1]Ellen Greenberger & L. Steinberger. When Teenagers Work, The Psychological and Social Costs of Adolescent Employment

TASK FORCE MEMBERS

William Frank is Vice-president, Operations of Edwards Fine Food, a Nova Scotia foodservice company which operates a full range of quick service and full service restaurants. Mr. Frank is a past President of the Canadian Restaurant and Foodservices Association. He also serves as an International Exchange Director with the National Restaurant Association in Washington, D.C.

John Fryer is the President of the National Union of Provincial Government Employees, a position he has held since 1981. Prior to becoming President, he spent 12 years as General Secretary of the B.C. Government Employees Union. Mr. Fryer is one of the eight General Vice-presidents of the Canadian Labour Congress and is a Member of the Board of Directors of the Canadian Labour Market and Productivity Centre. An economist, he also lecturers regularly at universities across Canada on public-sector labour relations.

Efre Giacobbo is Research and Communications Director of the Amalgamated Clothing and Textile Workers Union a position he has held since June 1989. He is a graduate of McGill University and has specialized in issues relating to the labour movement and the changing work force.

Susan Hart-Kulbaba is President of the Manitoba Federation of Labour, a position she has held since November of this year. Prior to her election as President, she was Federation Co-ordinator from 1984 - 1989. She is a Member of the Board of Directors of the MFL's Occupational Health Centre and a Member of the Board of Governors of the Manitoba Labour Education Centre. From 1987 - 1989, she was Vice-chairperson of the Manitoba Arts Council. In 1986, Mrs. Hart-Kulbaba was nominated as YWCA Woman of the Year.

Dale Landry is President and C.E.O. of Holland College in P.E.I. Previously, he was Executive Vice-president, Academic Affairs, Fairview College, Alberta from 1981-86. From 1978-81, Mr. Landry was Director of Student Programs, Department of Management Arts at the University of Lethbridge, Alberta. He is a Member of the Canadian Vocational Association, the Association of Canadian Community Colleges, the Canadian Institute of Administrative Managers and the Canadian Institute of Public Administrators.

Ken Page is Co-ordinator of Co-operative Education and Work Experience Programs for the Scarborough Board of Education. A former self-employed tradesman in the construction industry, Mr. Page has spent 22 years as an educator with the Scarborough Board of Education. He is currently Chairman of the Scarborough and Canadian Chambers of Commerce Education Committees and Executive Director of the Scarborough Industry Education Council. He has served as President of the Greater Metro Co-op Association and was a regional representative on the Ontario Co-op Education Association.

Bob Philip is Executive Director of the Industry-Education Council of the Region of Hamilton-Wentworth, a position he has held for the past nine years. Mr. Philip is Chairman of the Hamilton-Wentworth Co-op Education Advisory Council. He is also a Member of the Board of Directors of the National Association for Industry-Education Co-operation and the Hamilton-Wentworth Skills Training Advisory Committee. Mr. Philip has been a Member for the past 21 years of the Administrative Management Society.

PART VI
Entry-Level Training

REPORT OF THE TASK FORCE

FOREWORD

This past summer, we were invited to become members of a Task Force on Entry-Level Training. This Task Force is one of seven Task Forces established to provide private sector advice to the Minister of Employment and Immigration on the Labour Force Development Strategy.

The mandate of our Task Force was to examine the appropriateness of current policies, programs and practises that affect entry-level training in Canada today, and to consult on ways to introduce effective change.

All members shared a strong conviction that entry-level training is critical both in terms of assisting individuals to enter the labour market and assisting industry to meet its skill requirements. Both these objectives are becoming more challenging as a result of the increasing skill needs of the labour market and the projected decline of the entry-level population.

As Task Force members we were acutely aware of the complexity of the issues with which we had to deal, and the time restrictions that were an inevitable part of this exercise. Our report contains ten recommendations that we believe will make a significant contribution to addressing some of the problems in entry-level training today. [A dissenting paper provides an alternative view on some of these same issues and makes additional recommendations.]

Jean Pierre Beauquier

Alexandra Dagg

John Fleck

Robin Farquhar

Douglas Light

Tom Savage

Stu Sullivan

Jim Turk

Susan Witter

INTRODUCTION

The importance of vocational training has come to be widely recognized in recent years. The Task Force on Entry-Level Training has focused on one aspect of vocational training -- the preparation of people to enter or re-enter the labour force.

For many, this preparation is successfully achieved through their years in the school system. But, for others, additional training is needed.

While almost all young people in Canada remain in school until they are 16, a disturbing number have not acquired adequate educational skills to enable them to enter the work force except at the lowest level.

Even then, they may not have the basic literacy and numeracy skills to allow them successfully to complete job-specific training provided by the employer once they are hired.

Other Canadians have difficulty entering the labour force because they do not speak the principal language of the workplace in the community in which they live.

Others may have had jobs previously, but left the labour force for a period of time and need to reacquire skills to allow them to get back into the job market.

Others are visible minorities and Native Canadians who have been passed over, stigmatized, rejected and left to cope with the frustration of dependence and hopelessness.

Yet others have physical, mental or emotional disabilities which create obstacles to learning or access to learning opportunities.

And others may have successfully completed their education but have not had the opportunity to acquire the kind of training that would prepare them to enter the occupation to which they aspire.

The current approach of the federal government is to define entry-level training narrowly as training only for the severely employment disadvantaged. We feel this is too restrictive to the much wider community of people who require assistance to enter the labour market.

At the other extreme, entry-level training can describe all preparation for employment -- from skills upgrading programs to medical and law school.

While such a broad definition of entry-level training is conceptually useful, the Task Force felt the focus of public programs for "entry-level" training should be narrower. Excluded from such programs should be:

- training programs for those occupations which have professional or para-professional pathways already defined and monitored;
- formal apprenticeship programs which likewise have a formal career path already established;
- job-specific training provided after a person has been hired by an employer;

Entry-level training, in our report, will include all other training which prepares a person to enter or re-enter the labour force, including training in literacy, second languages and other adult basic educational skills.

Entry-level training is intended for those not currently employed and those who are employed but wish to pursue a different occupational path. This could include young people who are temporarily working at a fast food restaurant or women who are forced temporarily to re-enter the labour force at a low-skill job until they can acquire additional training to pursue the occupation which they feel is more appropriate to their abilities and interests.

ISSUES AND POLICY PRESCRIPTIONS

At the moment in Canada, the entry-level training options are too few, often badly conceived, poorly monitored, narrowly focused, insufficiently responsive to potential trainees' needs, not well advertised, and inconsistently available from region to region and province to province. In addition to serious gaps, there are other instances of unnecessary duplication by different levels of government. These are serious problems which must be addressed in any alternative proposal for entry-level training programs.

The Task Force on Entry-Level Training considered these issues and wishes to propose a number of changes that will make the provision of training more appropriate to the diverse needs of trainees, more widely available, better quality, more cost effective, and more publicly accountable.

The Role of Public Education Institutions

The starting point is recognition that Canada has one of the most highly developed public educational systems in the world. Secondary schools, colleges, technical institutes and universities are numerous and provide the human and physical resources to meet Canada's entry-level training needs.

But we must also recognize that these institutions have often been perceived to be insufficiently responsive to a variety of needs in the community. There has arisen an assortment of private trainers -- some are community-based, non-profit organizations and others are profit-oriented businesses. Since, the mid-1980's, the federal government has increasingly made more of its training dollars available to these private trainers. A similar approach has been taken by a number of provincial governments.

The Task Force is concerned about governments shifting support from public secondary and post-secondary institutions to private agencies in an effort to meet training goals. We point out that not only is basic education (which employers demand) quite probably undermined in these circumstances, but the entire educational infrastructure and its speciality for quality teaching, curriculum design, setting skills criteria, etc., is overlooked in favour of a parallel system.

Increasingly public institutions are losing their ability to assess community needs and plan for a reasoned strategy of meeting those community needs because they are being forced to respond to the individual and immediate needs of the moment and not to the coordinated needs of the community as a whole. Stability and consistency of programming have been very significant casualties of present government training programs.

On the other hand, some community groups have done an excellent job of identifying the needs of their members and designing an approach to meeting those needs.

A well-designed public policy for training must find a way of drawing that community sensitivity and expertise into the public system so that the waste of parallel systems can be avoided and public educational institutions can be more genuinely responsive to the needs of their communities.

To meet these objectives, the Task Force wishes to propose a package of recommendations.

Recommendation 1

All entry-level training should be delivered in conjunction with public educational institutions. These institutions must co-operate as fully as possible with each other and must reach out into the community to work with labour, business and community groups.

Proper utilization of the human and physical resources of secondary schools, colleges, technical institutes and universities in combination with participation from labour, business and community groups would ensure the union of basic education and marketable skills. It would also provide

mechanisms to deal with a multitude of training and employment-related barriers, an area the voluntary sector has attempted to address.

The Task Force was impressed with the example of this approach developed by George Brown College in Toronto where great success has been achieved in the forming of partnerships among business, labour and communities. Specialized programmes, coordinated by the college, are delivered in the community by organizations or groups that have expertise in a particular field of training such as life skills, second language training, basic literacy/numeracy upgrading and pre-training/employment courses.

The Task Force is aware that many individuals do not feel comfortable in a formal school setting. Indeed, some people feel threatened by the prospect of attending school. The model being proposed deals with this concern by fostering both school-based and community-based training. This will provide a variety of training options while still maintaining the existing educational infrastructure and its expertise in delivering quality teaching, curriculum design, and setting skills criteria.

Equally important in our support of this approach is the issue of government accountability for the spending of public funds. The Task Force is concerned about shifting support from secondary and post-secondary institutions to private agencies in an effort to meet training goals. Not only do we risk undermining the quality of education and training, we diminish the public accountability for expenditure of public training funds. We also increase costs due because of the duplication of services.

Where necessary entry-level training is not able to be provided by existing public educational institutions, community groups may seek support. This support will be provided if a proposal meets a significant training need and the agency agrees actively to seek partnership with public educational institutions.

The Role of the Federal Government

A second aspect of the Task Force's proposals concerns the role of the federal government. Entry-level training -- like all training and skills development activity -- is a joint federal-provincial responsibility. One example of how the responsibility is properly divided is apprenticeship training which enjoys substantial financial support from the federal government, with the job of program administration being a provincial responsibility.

To avoid duplication of programs by different levels of government and to assure greater uniformity of programming quality, we feel that a clear division of labour among governments is essential. We believe that our recommendations will produce significant efficiencies in entry-level training.

Recommendation 2

Provincial and territorial governments should have primary responsibility for entry-level training program development and delivery based on national standards. Ultimately, the federal government should transfer the responsibility for program development and delivery entirely to the provinces and territories.

We see the federal government's role as financial and as standard-setting. The Task Force believes that a significant financial responsibility for entry-level training lies with the federal government and that funds should come from general revenues -- the Task Force opposes the use of Unemployment Insurance funds for any purpose other than income maintenance.

Recommendation 3

Unemployment Insurance funds should not be used for any purpose other than income maintenance.

Recommendation 4

The federal government should provide funding to provinces and territories based on national standards. The level of funding should be determined by the entry-level training needs, fiscal capacities and delivery capabilities in each province and territory. The funds should be segregated from other federal transfers. Federal funding to provinces and territories for entry-level training must be subject to the following standards:

- **universality: no individual in need of entry-level training be denied eligibility;**
- **accessibility: access to training must not be reduced through the use of tuition fees or other out-of-pocket expenses. Income support and necessary support services, such as child care, career counselling, and literacy training be provided to ensure access. These should be provided through linking to existing programs where possible;**
- **portability: trainees be able to continue training in another province or territory. Accreditation, where it exists, be recognized across all provinces and territories;**
- **residence requirements: provinces and territories not use residence as an eligibility criterion;**
- **monitoring and evaluation: provinces and territories provide any and all necessary information to the federal government or its agents for the purpose of monitoring and evaluating the performance of entry-level training programs;**
- **equity: provinces and territories ensure that training program design and selection processes reflect the need to include groups such as women, the disabled, visible minorities, Native Canadians, immigrants, and residents of remote communities in the full range of occupational opportunities;**
- **public awareness: provinces and territories ensure that there are appropriate initiatives in place to make the full range of training programs known to potential participants;**
- **partnerships: provinces and territories ensure that public educational institutions work in partnership with business, labour and other community groups where such groups have training expertise and where programs meet established performance criteria.**

Structure for Entry-Level Training

The Task Force regards it as essential that those closest to the delivery of training -- and those most affected by it -- should be integrally involved in the establishment and updating of national standards and criteria. The goal of increased collaboration should be a renewed mission for the education system and other training networks. Only upon recognizing the strengths of each partner will we be able to get on with the important task of developing Canada's labour force. A rapidly changing economy requires that governments receive regular assessments from these constituencies as to labour force trends, and, in this way, ensure co-operation.

Recommendation 5

The federal government should establish an advisory National Training Board. This board should a be business-labour body that includes community and public educational institution participation.

Recommendation 6

The federal government should urge provinces and territories to establish similar boards in their jurisdictions.

One goal of the National Board is to establish a comprehensive training strategy that is flexible,

responsive and coordinated. The National Training Board would review information supplied by the provinces and territories to determine whether programs in those jurisdictions complied with national standards. The Board would also consider how to ensure that training in a single province or territory is recognized in other provinces and territories.

The National Training Board would also play an important leadership role in identifying currently unfulfilled as well as longer term training requirements consistent with provincial and regional economic objectives.

Training boards in the provinces and territories would determine whether entry-level training is being conducted appropriately through public educational institutions and would advise their respective governments on the full range of policy issues affecting entry-level training.

Evaluation at the local level would be conducted through the public board and administrative structures which govern the public educational institutions.

Recommendation 7

The proposed National Training Board should conduct program evaluation at the national level and review the extent to which regional jurisdictions comply with national standards; provinces and territories should undertake a similar evaluation within their jurisdictions; and public educational institutions should carry out their own evaluations locally.

The National Training Board would also be the vehicle through which the federal government would develop ways of promoting as much compatibility in criteria and portability of training as possible.

Recommendation 8

The federal government should promote as much compatibility in criteria and portability of training as possible and the National Training Board should make the meeting of this objective one of its principal tasks.

To make full participation possible in the national, provincial and territorial training boards, the Task Force recommends that:

Recommendation 9

Funding should be made available for training of board members and for lost wages and expenses, where such are incurred.

Need for Information on Employment Opportunities

An effective and efficient program of entry-level training that meets trainees' needs requires timely, regular and comprehensive information on employment opportunities.

The lack of information on employment opportunities is a serious handicap in labour market policy. Every effort should be made to design an establishment-based survey that provides at least some insight into such basic questions:

- How many job vacancies exist?
- In which occupations, industries and regions?
- What are the skill requirements of these jobs?
- In filling which of these jobs vacancies do firms experience difficulties and why?
- By implication from information on the previous questions, where are the opportunities for training to improve the matching between available jobs and individuals looking for employment?

Recommendation 10

Employment and Immigration Canada, in cooperation with Statistics Canada, should study the feasibility of introducing an establishment-based survey of employment opportunities for the purpose of producing timely, regular and comprehensive information on the number and types of job vacancies available at any given time, and the types of difficulties experienced by employers in filling such positions.

Conclusion

Good entry-level training is more important to Canada than ever before. We believe that we have the educational infrastructure and community awareness to develop a first-rate system of training in Canada.

MINORITY REPORT

by Al Hatton

While I cannot endorse the report of the Entry-Level Training Task Force in its entirety, there are many areas of agreement between myself and other Task Force members. Over the course of several meetings, it became apparent that we shared certain perspectives:

- dissatisfaction with many aspects of current training programs offered by both provincial and federal governments
- concern for disadvantaged Canadians
- disappointment that the existing system of education has not responded adequately to emerging entry-level training needs
- disenchantment with both levels of government for the extent of their commitment to cooperation and for their inability to put the needs of entry-level clients ahead of jurisdictional battles when dividing the "training pie"
- recognition that there is far too much duplication of programs in the field today
- frustration that Canada is not getting the highest possible return on its investment in the current training scheme
- awareness that the field of capable and committed partners must be expanded if Canada is to meet the challenge posed by projected labour force requirements

However, the Task Force has come to other conclusions with which I strongly disagree. Principally, the task force would place future responsibility for training exclusively under the control of the provinces and their educational institutions. This would remove existing authority for delivery of training programs from federal jurisdiction. The net effect of such a decision would be the restriction, if not elimination, of existing and new service providers outside the education system; and, therefore, limited attention to and resources for the "employment disadvantage".

From my perspective, the final recommendations will not significantly improve existing policies and programs. Still other issues are not adequately addressed by the "majority" report.

1. Entry-level training offered by recognized public education institutions is rarely targeted to the disadvantaged. Programs needed by these individuals are characterized by more "on-the-job", lifeskills, and literacy training than presently provided by the education system. They have been largely initiated by local groups who have, in turn, sought out partners in business, labour, or government. Very few public education institutions have demonstrated interest in and commitment to working with the disadvantaged.

2. There must be a rational division of responsibility between the two levels of government. Appropriate checks and balances must also be built into their respective roles by mutual agreement.

For example, programs for skill enhancement fall clearly within the purview of provincial governments. Whereas federal leadership can best be exercised through programs to catch those who so easily fall between the cracks (eg. the disabled, native Canadians, social assistance recipients or workers in single industry towns facing plant closures or in remote communities). Moreover labour market adjustment strategies, including the costs of service delivery, require a coordinated

federal-provincial response if all interests are to be reconciled.

My concern is that the needs of marginalized workers will be neglected if total responsibility for all training and labour market adjustment is handed over to provincial governments and their educational institutions. As well, authorities within the education system will become the "gatekeepers" - many existing delivery agents who do serve the disadvantaged will be prevented from accessing training resources if educators choose not to work collaboratively or to reach out.

3. Service delivery must be placed squarely in the hands of those at the local level. While the other members of the Task Force are in agreement with this principle, they believe that the leadership at the local level will come from educational institutions. I disagree. I maintain that the leadership has most often come from groups and individuals in the community. They have generated the interest and commitment within all sectors and acted as the catalysts of new partnerships.

For several reasons, disadvantaged workers and community colleges are not always a good match. Community colleges are group-oriented not individual-oriented. To succeed, workers overcoming employment-related disabilities often require a highly personalized training program.

Community colleges focus on acquiring credentials and diplomas and the curricula is not always applicable to the actual needs of the individual. Many disadvantaged workers find programs within community colleges do not correspond to their "pre-training" training needs. Moreover, they are often reluctant to approach these institutions because they represent past failure. The system and its methods did not serve them the first time through.

Community colleges are in some cases isolated from the communities that they are designed to serve. They tend to wait for people to come through their doors to access services rather than taking the services where the people in need of training are.

4. The education system requires a critical review with an eye to heightening its responsiveness and relevance to clients in the community. My Task Force colleagues also share this opinion but they are inclined to act now to financially bolster the system and trust that it will become more relevant after the fact. I am not as hopeful and, therefore, would not want to see additional resources to extend services flow into our education system until there is solid evidence of reform. A genuine commitment to outreach must be demonstrated as well.

5. Those institutions and groups best equipped to serve the disadvantaged should take the lead in doing so and should be supported by all other partners. Appropriate delivery agents would be those who are prepared to offer such services as counselling, "on-the-job" training, and lifeskills. The ability to connect with prospective employers and to pioneer job creation models is also required.

6. There are many Canadian communities that are not served by public education institutions. Responsive training institutions are not present let alone geared toward the special needs of the disadvantaged in many isolated and remote communities.

7. All training contracts should be publicly tendered so that the most appropriate provider is engaged in each region and/or community. I do not disagree that there should be national standards upon which the work of all trainers should be based and measured.

However, I do not agree with the other members of the Task Force that the education system, under the watchful eye of a National Training Board, will be always the best guardian of these standards. I would argue that there are other delivery agents who are more effective in meeting clients' needs. Given that clients' needs drive program quality, other providers should be treated on par with the education system and that the process must be an open one.

If a National Training Board is established, community-based organizations should have the same

representation as educational institutions and not inferior status.

8. The business community should be encouraged and aided in becoming more directly involved in identifying needs and generating financial support for entry-level training. The Task Force report failed to address this issue directly.

9. Federal training schemes should continue to give priority to severely disadvantaged clients and communities faced with deteriorating economic circumstances. The other members of the task force do not see the same role for the federal government that I do. They would have the federal government transfer a block of funds to the provinces and contribute to the standard setting exercise. I believe that this is far too narrow a role and does not maximize the strengths of the federal government as a partner in labour force market development.

10. The approaches and procedures established by governments, both provincial and federal, must be flexible to correspond to the diversity inherent in responsive programming. Currently, the rules and regulations governing the Canadian Jobs Strategy are too rigid; there is confusion over program and policy development between EIC Headquarters and its regional offices; planning, control, development and learnings are not shared by the government and practitioners. The same holds true for the range of provincial government programs. These issues must be cooperatively resolved before we will achieve the results that we are all looking for.

Recommendations

Recommendation 1

The federal and provincial governments should co-operate more extensively to avoid unnecessary duplication. Employment and Immigration Canada and its provincial counterparts must meet and divide up target populations and assess local labour market needs, so that resources can be more appropriately allocated within their respective jurisdictions.

Recommendation 2

Initiatives that draw together all sectors to share ideas and to agree upon changes to the current system are a prerequisite. Increased collaboration and an expansion of partners should be a goal of governments and all other training networks.

Recommendation 3

The provinces should move to reform their education systems in consultation with its partners in business, labour, the community, and other governments. A more effective secondary education system would go a long way to addressing the root causes of the concerns aired by the Task Force process.

Recommendation 4

Contracts to provide training should be tendered publicly. The process must be open so that the needs of the clientele can be matched with the most appropriate service provider. National and provincial standards should be established conjointly with the community. Evaluation and monitoring systems to ensure that the training received outside of the formal education institutions meets the desirable standard of quality should be incorporated.

Recommendation 5

The business community should become more appreciably involved with the education system. To date, business is not collaborating effectively with educators in offering career experiences to youth. A very aggressive strategy has to be developed to get industry more involved.

Recommendation 6

Priority areas should continue to be identified and program co-ordination should be emphasized by the federal government. The interests of the most severely disadvantaged, with special attention to women and youth, should be targeted as priorities within federal training schemes. There should be more interaction between job creation and training programs sponsored by governments, especially in rural areas and single industry communities.

Recommendation 7

Guidelines for federal government training programs should be more flexible and more managerial authority for those guidelines should rest at the field level. Canada Employment Centres. managers at the front line should also be encouraged to build long-term partnerships with business, labour, educational institutions and community-based agencies.

TASK FORCE MEMBERS

Jean-Pierre Beauquier is Executive Vice-president of the Secretariat de l'enseignement professionnel du Québec. Mr. Beauquier is a Member of the Executive Committee of the Quebec Association of Restaurateurs and the Board of Directors of the Conseil du patronat du Québec. In 1982, he was elected, along with Mr. Jacques Landurie, "Le Restaurateur de l'année".

Alexandra Dagg is the Education and Research Director of the International Ladies Garment Workers' Union. She is currently a member of the City of Toronto Fashion Industry Liaison Committee, the Ontario Federation (OFL) of Labour Women's Committee and the OFL's Education Committee.

Robin Farquhar is President and Vice-chancellor of Carleton University. Previously, Dr. Farquhar served as President and Vice-chancellor at the University of Winnipeg from 1981; as Professor and Dean of Education at the University of Saskatchewan from 1976-1981. He is a former President of the Canadian Society for the Study of Education and of the Commonwealth Council for Educational Administration.

John Fleck is National Manager, Selection and Placement for Sears Canada Inc. Mr. Fleck has worked with Sears Canada since 1970 in a number of capacities including Regional personnel superintendent, Eastern Region; Manager, Selection and Placement; Store Manager; Assistant Personnel Manager, Western Region; and Operating Superintendent.

Al Hatton is National Director of Employment Initiatives for the YMCA Canada. He has previously served as the National Director of the YMCA Job Generation as well as Director of International Programs for the Montreal YMCA. As the National Director of Employment Initiatives, Mr. Hatton has developed and extended the Youth Enterprise Centre program across Canada. In 1989, he visited Zimbabwe, Zambia and South Africa to set up an African Youth Enterprise Centre.

Douglas Light is President of George Brown College, a position he has held since 1978. Previously, he was President of Centennial College of Applied Arts and Technology from 1971-78 and Dean of Faculty and then Vice-president of Humber College of Applied Arts and Technology from 1967-71. From 1963-67, Mr. Light was Director of Metallurgical Technology and Assistant Chairman of Chemical Instrument and Gas Technology at Ryerson Polytechnical Institute.

Thomas Savage is Chairman and President of ITT Canada Limited. Mr. Savage is also President of ITT Industries of Canada Ltd., Chairman of Abbey Life Insurance and President of ISE Canadian Finance Limited, an ITT affiliate. He is the Business Co-chair of the Canadian Labour Market and Productivity Centre. Mr. Savage is also a Member of the Policy Committee of the Business Council On National Issues and Chairman of the Board of Governors of the Canadian Institute of Management .

Stu Sullivan is Ontario Co-ordinator of the Energy and Chemical Workers' Union. He is also Vice-president of the Ontario Federation of Labour and is Chairman of the OFL's Energy and Environment Committee. Mr. Sullivan was a staff member with the O.C.A.W. for over 15 years. He has lectured on labour relations at the University of Alberta, University of Toronto and York University.

Jim Turk is Director of Education for the Ontario Federation of Labour, a position he has held since 1987. From 1981 - 1987, he was Research Director of the United Electrical, Radio and Marine Workers of Canada. Prior to that, he was an Associate Professor at the University of Toronto from 1975 - 1981, at which time he took a leave of absence to join the Electrical Workers and the OFL. Dr. Turk is a Member of the Ontario Council of Regents for Colleges of Applied Arts and Technology and a Member of the Ontario Council of Regents for Colleges of Applied Arts and Technology and a Member of the Learning Programs Advisory Council of the Ontario Ministry of Education.

Susan Witter is Dean of Continuing Education at Fraser Valley College in B.C. Ms. Witter has maintained a long-standing volunteer commitment to a variety of adult education and women's organizations: she was President of the Canadian Congress for Learning Opportunities for Women from 1987-89; Vice-president of the Pacific Association for Continuing Education from 1985-88; and President of the Vancouver Y.W.C.A. from March 1980 to October 1981.

PART VII
Human Resource Planning

REPORT OF THE TASK FORCE

While the importance of human resource planning was recognized by all of the Task Forces that took part in the CLMPC consultation exercise, the Task Force on Approaches to Human Resource Planning was specifically charged with setting out recommendations in this area. All members of the Task Force recognized that effective human resource planning will be critical to the ability of labour markets to cope with ongoing technological, demographic, and economic change. The Task Force, however, was unable to reach a consensus on specific approaches on the best means to stimulate private sector training. The Business and Labour members therefore prepared separate papers outlining their respective views on a number of human resource issues, including training. While their conclusions as to how best to enhance private sector training in Canada differ, both papers agree that continued dialogue between the major labour market partners is essential. It is our hope that these documents will provide a useful basis for ongoing discussion in this important area.

A BUSINESS PERSPECTIVE ON CANADA'S TRAINING CHALLENGE - A Discussion Paper

Executive Summary

This discussion paper seeks to offer a business perspective on training. It begins by looking at three factors that have contributed to the growing need to ensure that Canadian companies have the capacity to train and retrain their workers quickly and effectively. These include rapid technological change, demographic change, and the shift from a resource-based economy to one that is increasingly service-based.

The next section attempts to set out a business perspective on the training challenge. The issue of training is first considered in the context of Canada's record of economic performance. Problems associated with "compulsory" training schemes are then briefly examined. The question of "poaching", which is often regarded as the most important barrier to improved private sector training, is also addressed. Finally, a number of broad principles are set out that the business members of the Task Force believe should guide our approach to the training challenge before us.

Section four of the paper offers a number of recommendations, grouped under three headings, to improve the current level of industry training. The first group canvasses measures to stimulate corporate investments in training, including corporate tax incentives for training, sectoral/community-based training initiatives, individual training accounts, and expanded programs to enhance the "trainability" of youth. The second group of recommendations sets out measures to stimulate individual investments in training, such as Registered Skill Development Savings Plans, opportunities for educational leave, severance pay/UI training exemptions, and government training loans\loan guarantees. Finally, two key measures to facilitate the development of national training goals, priorities and strategies are considered. These include the creation of a National Advisory Council on Training and the establishment of a National Training Target.

The paper argues that implementation of these measures would be an effective means to lever greater private sector training. It concludes by emphasizing the importance of ensuring that all Canadians possess a broad range of basic skills when they enter the workforce. Improving the basic skills of the Canadian workforce, it suggests, represents the main human resource challenge Canada will face in the years ahead.

Introduction

This discussion paper seeks to offer a business perspective on training. It reflects the current views of several business associations as well as input from specific companies. Its main objective is to suggest a number of ways in which current industry training activities in Canada could be enhanced. The paper begins by examining the growing importance of training. It then sets out a broad business perspective on the training challenge before us. Based on a number of guiding principles, the paper then canvasses a variety of measures to stimulate private sector training.

The Training Imperative

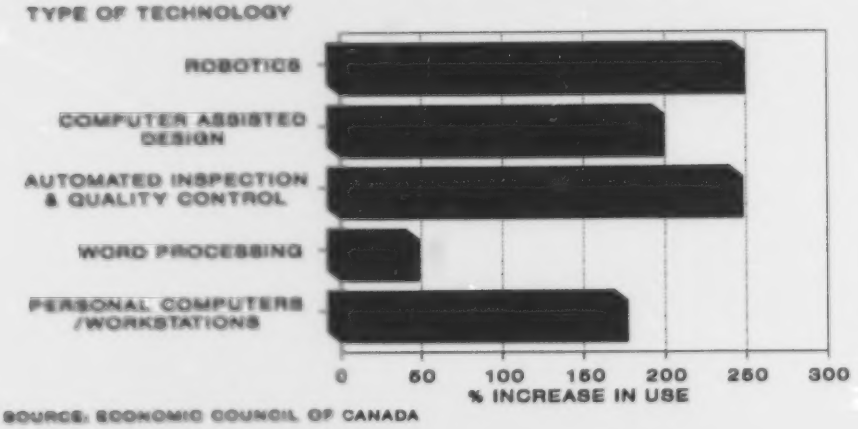
The issue of training is of growing interest to the Canadian business community. New technology, demographic change, and the shift from a resource-based economy to one that is increasingly service-based underline the need for Canadian companies to have the capacity to train and retrain their workers quickly and effectively. Skilled labour has become one of the few areas in which advanced industrialized nations can create and retain a competitive advantage. This fundamental reality was recognized in a recent CLMPC survey which showed that both business and labour leaders believe education and training to be the single most important factor bearing on Canada's future competitiveness.

Technological change

Technological advances are significantly altering economic activity. Today, national economic performance depends less on traditional notions of proximity to resources or markets than on a nation's relative sophistication in the development and use of technology. The effective application of new forms of technology will be the single most important source of job creation, wealth, and value-added in the years ahead.

Technological change is also raising skills requirements. This means that workers already in the workforce will need to be retrained regularly. Indeed, Canada's ability to compete in a knowledge-based, technology-driven world will increasingly depend on its success in training and retraining workers.

ESTIMATED % INCREASE IN USE OF SELECTED TECHNOLOGIES 1985-1990



SOURCE: ECONOMIC COUNCIL OF CANADA

POPULATION AGED 15-24
1961-2001

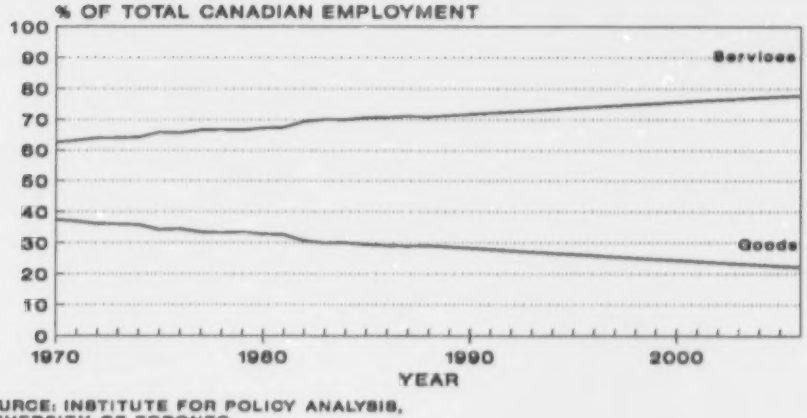
SOURCE: STATISTICS CANADA

Demographic change

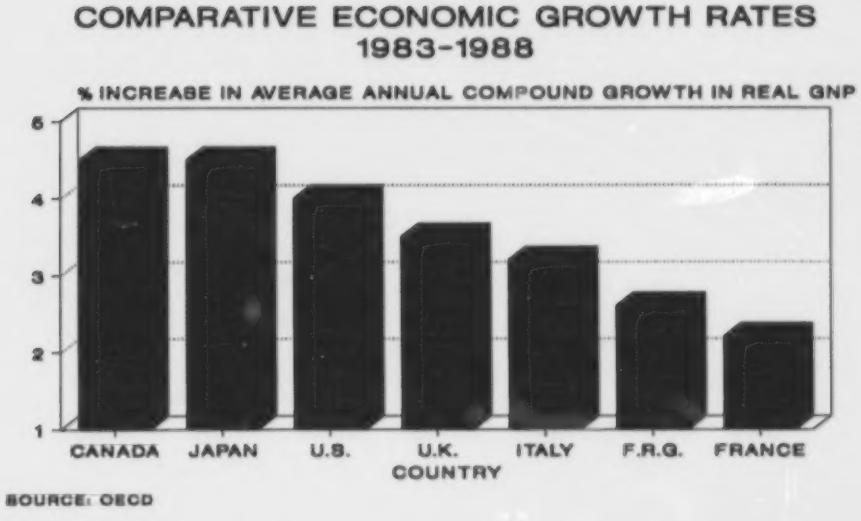
Demographic change is also reinforcing the need for effective training programs. Low birth rates over the past two decades, and fewer immigrants with previous training and experience, mean a dwindling stream of qualified labour force entrants.

Labour force projections suggest that those in the 15-24 year old age group will make up only 17% of the labour force by the year 2001. This compares with 27% in 1974 and 20% in 1980. The skilled workers of tomorrow will therefore increasingly have to come from those already in the labour force.

EMPLOYMENT SHARE BY SECTOR
1970-2006



SOURCE: INSTITUTE FOR POLICY ANALYSIS,
UNIVERSITY OF TORONTO



The Growing importance of the service economy

The shift from a resource-based economy to one that is increasingly knowledge-intensive and service-oriented has further tended to underline the importance of skills training. For a variety of reasons - including technological advances and a rising ratio of capital per worker employed - the manufacturing sector now represents a shrinking portion of national employment. Since 1981, in fact, nearly all of the more than 1.2 million net new jobs that have been created have been in the service sector. While its relative importance in terms of employment has declined, the manufacturing sector will nonetheless remain critical to future wealth creation and export expansion. It will also provide an essential base for further growth in the service sector.

It is clear, however, that the majority of new jobs in the future will be service-related. Indeed, service sector employment already accounts for some 70% of total Canadian employment - a figure that is expected to rise over the next decade. Rapid growth in such areas as information services, education, health care, finance, insurance, real estate, and business and personal services has increased the number of managers and professionals in the labour force and led to correspondingly higher skill requirements. Even relatively low-paying service jobs, however, are becoming more sophisticated and require greater technical, numeracy and literacy skills.

A Business Perspective on the Training Challenge

The business members of the Task Force approach the training challenge before us on the basis of a number of broad principles. These principles are discussed below. We also take a brief look at "compulsory" training schemes and the problem of "poaching". We begin, however, with the recognition that current industry training efforts in Canada are already substantial, as suggested by this country's positive record of economic performance.

COMPARATIVE RATES OF JOB CREATION 1985-1988

SOURCE: DEPT. OF FINANCE, QUARTERLY ECONOMIC REVIEW, JUNE 1988

* AVERAGES WEIGHTED ACCORDING TO RESPECTIVE GNP/GDP SHARES IN 1988

The training challenge and Canada's record of economic performance

The impressive performance of the Canadian economy and labour market in recent years suggests that current industry training efforts are producing sound results. Presumably, if there were widespread, structural deficiencies in private sector training policies, these would be reflected in relatively poor macroeconomic indicators in areas such as economic growth and corporate performance. In fact, Canada's economic performance since the 1981-82 recession has been anything but poor.

Over the 1983-1988 period, Canada enjoyed the fastest rate of economic growth of all the G-7 countries except Japan (see graph on page 247). At the same time, Canadian employment growth has surpassed that of all the G-7 countries in each of the past four calendar years (1985-88). At least until recently, Canada's trade performance has also been a major engine of employment and economic growth. Over the period 1981-1987, for example, Canada enjoyed the fastest rate of export growth among major OECD countries. Business investment has also been strong as companies gear up to compete in an increasingly globalized and technology-intensive economy by adding new machinery and equipment at a record pace.

Many companies - particularly those in industries in which technological change has been swift - are already acting on the need to enhance private sector training efforts. Canada's major chartered banks provide a good example of how many businesses have responded positively to changing technologies and market conditions. Canadian banks currently spend about $130 million on formal training per year - almost 2% of payroll.

Other industries and companies are also expanding their training efforts. Annual formal training budgets for such large employers as GM, Ford, Alcan, IBM, Xerox, and Northern Telecom run into the tens of millions of dollars. Indeed, throughout the private sector, unprecedented attention is being devoted to training and human resource development as companies attempt to grapple with rapid changes in technology, demographics, and markets.

A word on "compulsory" training schemes

The business members of the Task Force recognize the need to improve the skill levels of Canada's workforce. We are convinced, however, that proposals calling for a dramatic increase in government regulation of training activity would not be the most efficient or effective means to increase the current level of industry training in this country. We are particularly skeptical of the view that government should impose a mandatory training obligation on every firm - regardless of size, business conditions, or nature of the industry. Such a proposal would inevitably carry high bureaucratic and administrative costs. It is also important to bear in mind that smaller firms account for a very large portion of industry employment and job creation in this country - some 98% of the 900,000 businesses with paid employees that currently exist have fewer than 100 employees. Any compulsory training scheme that included small businesses would therefore be complex - and costly - to administer and impose severe costs on small enterprises. In the case of a levy-grant scheme, for example, an entirely new bureaucracy would have to be created to collect levies, award grants, and continually monitor and audit firms' behavior. Moreover, there is a real risk that government-legislated training schemes would merely encourage a good deal of "paper" training by providing employers with incentives to quantify - for tax purposes - the considerable amount of informal training they already provide.

The problem of "poaching"

The problem of "poaching" is one that is frequently offered as the primary barrier to greater private sector training. Without some kind of outside mechanism to "force" all firms to devote the same proportion of their resources to training, it is sometimes argued, certain firms will merely "poach" trained workers from other firms, and thereby discourage all companies from investing in training. It is also argued that companies will be reluctant to train given the high rate of mobility of the Canadian workforce.

While the problem of poaching is of real concern to some employers, as the Advisory Council on Adjustment noted in its 1989 report, it is often exaggerated. A recent CLMPC survey, for example, found that less than 25 percent of Canadian business leaders identified inter-firm poaching as an important obstacle to the training of Canadian workers.[1] Moreover, the available evidence suggests that workers who do receive training tend to be more loyal to the companies that employ them than other workers. The importance of high job turnover is also frequently overstated. While it is true that the overall job turnover rate in Canada is high, this figure is heavily weighted by young people making the transition from school to work, seasonal workers, and those in multi-employer occupations. Closer analysis reveals that a large proportion of the more mature labour force works for the same employer for long periods of time - an average of 15 years according to one estimate.

Some guiding principles

"Training" and education policy

Business members of the Task Force believe that weaknesses in the current education system - and the problems afflicting millions of adults with inadequate literacy and other basic skills - must be addressed in any discussion of the need to improve the skill levels of the work force. Even today, despite the massive resources and tax dollars devoted to education, significant numbers of young people continue to enter the labour force without adequate career counselling or the basic literacy and numeracy skills they need to be trained and retrained effectively. The Ontario "Pathways" study, for example, found that almost 90% of the province's high school students who did not go on to post-secondary education received absolutely no career or job counselling at the secondary school level. We recognize, of course, that Canada's educators are attempting to respond to the needs of the large majority of students who do not go on to post-secondary education or training. The fact remains, however, that more than 30% of Canadian students still leave high school before completing grade 12 - one of the highest drop-out rates in the industrialized world.

The business members of the Task Force are convinced that Canadians entering the labour force must first be equipped with the basic skills they need to learn effectively if measures to expand private sector training are to prove successful. Unfortunately, at present, too many young Canadians lack these skills. Improving the ability of the existing educational infrastructure to provide young Canadians entering - or trying to enter - the workforce with an adequate level of literacy and basic skills should therefore be a top national "training" priority.

Training as a shared responsibility

Another important guiding principle is that training costs should be shared by employers, workers and society at large since the benefits incurred are also shared - a theme that was reflected in the 1981 Dodge report on Labour Market Development in the 1980s. This is especially true in the case of general skills that increase an individual's productivity and earnings potential across a variety of employers or industries. We recognize, however, that costs associated with providing workers with firm-specific skills should properly belong to employers.

Improved business-labour-government dialogue

New initiatives to promote industry training should also build on proven successes that promote effective business-labour-government cooperation. In our view, local business and worker representatives are much better positioned than government administrators to identify emerging skill needs and to design and deliver training programs to meet these needs. Consequently, new training initiatives should be designed and delivered in a decentralized manner at the local (industry, firm or community) level. This is particularly true in view of Canada's highly regionalized economy and diverse economic base.

Minimize bureaucratic and administrative costs

In order for new training mechanisms to prove effective, we believe that the administrative and bureaucratic costs involved must be kept to a minimum. One of the main problems with proposals for mandatory training taxes or levies, for example, is that these costs would inevitably be extremely high.

Enhance competitiveness

Measures to enhance private sector training in Canada should also be examined in the light of their impact on the competitive position of Canadian industry, particularly on traded goods and services industries that face intense foreign competition. We believe that new training costs that place Canadian firms at a competitive disadvantage relative to their counterparts in other countries should be avoided.

A Business Response to the Training Challenge

The recommendations set out below represent a range of training initiatives that have received support from various business groups throughout the country. They are divided into three sections: those designed to stimulate corporate investments in training, those intended to enhance individual investments in training, and those meant to facilitate the development of national training goals, priorities and strategies. The business members of the Task Force believe that all of these recommendations deserve consideration. We must emphasize, however, that a final decision to proceed with the implementation of any specific recommendation must depend on a thorough assessment of the costs and benefits involved.

Measures to stimulate corporate investments in training

Corporate tax incentives

Corporate income tax policies have a major impact on the behavior of Canadian companies. Tax incentives therefore represent one vehicle by which to encourage Canadian companies to expand their training activities. In fact, such incentives - like those used to stimulate research and development - are already available to employers in many countries, including Japan. To the extent that governments believe additional private sector resources should be directed to formal training, they should consider developing a tax credit scheme in Canada. However, to minimize costs, it would be essential to define eligible training expenses in relatively narrow terms. For example, tax credits could be made available to employers for tuition reimbursement of an employee's education and training expenses. Tuition reimbursement could also be made a tax-free employer benefit for the purposes of personal income tax to encourage workers to upgrade their skills and education.

The great advantage of the tax incentive approach to private sector training is that the administrative and bureaucratic costs involved are relatively small. Unlike a levy-grant scheme, for example, such incentives do not entail the creation of a vast bureaucracy to collect taxes or remit grants. They can also be designed in a flexible manner to provide both for approved on-the-job training as well as institutional training. Another advantage of the tax incentive approach to training is that bureaucratic interference in private decision-making is kept to a minimum.

We note that this approach was recently endorsed in a report by the U.S. Commission on Workforce Quality and Labor Market Efficiency, appointed in July 1988 to report on ways to "increase the excellence of the American workforce". The Commission included representatives from both business and labour organizations, as well as educational institutions. One of its main recommendations was that the U.S. government devise a new "corporate income tax credit to stimulate human capital investment." Such a credit, the Commission suggested, should be carefully designed so as to stimulate new investment in training and not merely subsidize training that "would have occurred in the absence of tax incentives." It should also be based on "fairly narrow and specific expenditure categories" in order to ensure that eligible expenses are closely related to training. The business members of the Task Force endorse these principles.

The business members of the Task Force believe that similar kinds of corporate training incentives should be available in this country. Accordingly , we recommend:

Recommendation 1

That tax-based incentives be developed to encourage Canadian companies to expand their training activities.

Expanded Sectoral/Community-Based Training Initiatives

One of the most promising approaches to improving corporate investments in training is to encourage training initiatives on a sectoral or community basis. The major advantages of this approach are twofold: increased sensitivity to the realities of individual industries and firms, on the one hand, and the opportunity to build partnerships between business, labour and governments, on the other. By providing capital and start-up funding to specific sectors, industries or communities, governments can encourage the development of long-term training plans and lever considerable amounts of new private sector training. They can also significantly decentralize their training programs - a trend that is already well under way in a number of countries. Indeed, the merits of a sector-based approach to industry training were highlighted in the federal government's recent Labour Force Development Strategy.

Canada, in fact, already has a successful model of this type in the Industrial Adjustment Service (IAS), originally set up in 1963 to provide individual firms with financial incentives to promote workforce adjustment. In more recent years, its terms of reference have been expanded to include labour, sector associations, professional groups and entire communities. By most counts, the Industrial Adjustment Service has proven to be quite successful. In recognition of this success, the Government's Labour

Force Development Strategy recently announced that IAS funding would be doubled.

IAS funds were recently used, for example, to assist the Canadian electrical and electronics industry to develop a viable human resource strategy in response to changing technology and more competitive market conditions. A Joint (business-labour) Human Resources Committee was established to consider various issues of concern to the industry. A key recommendation of a major report formally tabled by the Committee at a conference this past November was that a Sectoral Training Fund, financed voluntarily by workers, firms and governments, be created. This recommendation has been accepted and is in the process of being implemented. The structure of the Fund will mirror that of the Joint Committee: it is to be overseen by a Training Council composed of equal numbers of employer and employee representatives along with labour and business co-chairs. Ideally, every individual working in the industry will be entitled to dedicate a portion of his or her working time to industry-related education and training.

In 1986, the Canadian plastics industry also benefitted from IAS funding to prepare a feasibility study on a Training Delivery System. The study followed up on the results of a 1983 Human Resource Needs Survey of the industry which identified a growing shortfall of skilled workers. Its major recommendation was that a Canadian Plastics Training Centre be created in Toronto. The proposed Training centre would be modelled after the successful centre that currently exists in the U.K. and would have a start-up cost of about $3 million. The study concluded that the Centre could be self-financing by the fourth year of operation.

Although not an IAS initiative, a similar training centre has recently been proposed for the tourism and hospitality industry by the Council of Human Resource Executives of the Canadian Tourism Research Institute (CTRI). The Council has recommended that four Canadian Tourism and Hospitality Training Centres (CTHTC) be established throughout the country to meet the human resource needs of the industry. Each CTHTC would be led by the tourism industry in the region. Education and training institutions, labour organizations, and agencies serving all segments of the industry would also be invited to participate. The Council estimates that the industry would require government start-up funding to help establish the CTHTCs but that the latter could be expected to operate as self-financing bodies within 3-5 years.

Canadian Jobs Strategy funds have also been used for the purposes of fostering sectoral training and retraining initiatives. The Canadian Steel and Employment Congress (CSTEC), a joint project of the United Steelworkers of America (USWA) in Canada and Canada's major steel companies, recently received funding of $20 million under an Innovations agreement. CSTEC's primary objective is to address "joint concerns and search for solutions which will ensure a strong and healthy steel industry in Canada" and to assist steel workers who lose their jobs as a result of technological change. As part of this broad mandate, CSTEC plays an important role in providing displaced steel workers - as well as those who might be displaced - with training, retraining and skills upgrading.

Community Training Councils are another effective means by which to foster more private sector training. One very positive example is the Hamilton-Wentworth Skills Training Advisory Committee (STAC). This committee serves as a focal point for skills training in the community by coordinating all existing training programs and developing appropriate new training initiatives. Its main objectives are to identify skills shortages and future skill needs, take stock of community resources and assess the effectiveness of existing programs, and to investigate and report upon alternative training methods and delivery modes. STAC also advises both federal and provincial governments on local training needs and the direction of government allotted training funds, promotes greater business\labour cooperation, and fosters broader technical skills awareness. The key to the success of STAC is that initiatives are employer-driven, locally-directed, and geographically-specific.

The business members of the Task Force see little reason why additional projects could not be developed in other sectors or communities. Accordingly, we recommend

Recommendation 2

That Governments encourage more industries and communities to explore ways to strengthen their current training efforts through the development of sectoral and community-based initiatives similar to those that already exist in a number of sectors and communities.

The federal government's Labour Force Development Strategy, in fact, envisages a significant expansion of arrangements to enhance training and human resource planning at the sectoral level; an annual sum of $65 million is to be made available for this purpose. We believe that the Task Force should not overlook the opportunity it has been provided to formulate recommendations in this regard. For our part, we believe that future sectoral initiatives of the kind already instituted in the steel and electrical/electronic sectors should endeavour, where applicable, to draw on the basic principles that have contributed to the success of the IAS:

- Initiatives should be well-planned and originate in the private sector. They should also be supported by government.
- Joint consultation should take place through committees composed of representatives of employers and workers. Committees should be chaired, where deemed desirable, by a non-affiliated chairperson. This consultative process should not attempt to replace normal collective bargaining.
- While business and labour should be the primary players in the process, other stakeholders (governments, educators, etc.) should also be involved where desirable.
- Government assistance should be timely and provide for one-stop service. In the case of community-based projects, it should also strive to reinforce local initiative, innovation and decision-making.

Individual Training Accounts

The idea of the Individual Training Account (ITA) has received some degree of support in the business community as one means to enhance corporate investments in training and reinforce workers' access to training opportunities. In essence, ITAs are interest-bearing savings accounts to which both the employer and employee contribute voluntarily on the basis of worker earnings. Should the worker be laid off, he/she would be able to withdraw funds to pay for retraining and relocation. Both employers and workers would receive tax deductions for their contributions and the fund would not be subject to tax if used for training purposes.

One recent U.S. proposal, for example, called for employers and employees to voluntarily contribute, on an annual basis, eight-tenths of 1% of an employee's salary or $250, whichever is less, until the amount in the employee's training account reached $4000. Employers and workers would each receive tax deductions for their contributions made over the year.

We believe that ITA's could be a useful vehicle by which to encourage more companies to provide their employees with opportunities to train and retrain. We therefore recommend:

Recommendation 3

That Individual Training Accounts to which both workers and employers contribute be established to reinforce workers' access to training opportunities.

Programs to Improve the "Trainability" Of Youth

Another area in which corporate training investments could be improved is that of training and educating youth. Traditionally, the linkages between the employer and education communities in Canada have not been as extensive as those in many other countries. Employers, however, can play a critical role in helping young Canadians - particularly those who are not bound for post-secondary education/training - make the transition from school to work. It is worth bearing in mind that only a minority of students go on to formal post-secondary education. The 60-70% of students who either fail to complete high school, or who go directly from high school graduation to the labour market, cur-

rently receive little career counselling or job preparation. Not surprisingly, many employers find that young people lack the basic skills and aptitudes to benefit from training in the workplace.

Co-operative education represents one key area where corporate investments in training could be improved. Many employers are already helping young people become familiar with the workplace and acquire improved job-related skills by participating in co-op programs. In Ontario, for example, the number of high school students in co-op programs has grown rapidly and now exceeds 45,000; the vast majority of co-op students are placed in private sector businesses. Government should also take an active role in encouraging additional co-op programs at the secondary school level.

The business members of the Task Force are gratified that the federal government has announced that it intends to use CEIC funds to spur the growth of co-op opportunities in secondary schools. We believe that expanding co-op programs makes a good deal of sense, particularly for those students who choose not to pursue post-secondary studies. All co-op programs, however, should reinforce the acquisition of basic skills essential to further training and skills upgrading in addition to equipping students with skills in a particular area. Thus, we recommend:

Recommendation 5

That co-operative education programs be expanded to ensure that young Canadians possess the skills and experience that will facilitate the transition from school to work and enable them to be successfully trained by employers.

Measures to stimulate individual investments in training

Registered Skill Development Savings Plans (RSDSP)

One effective way to encourage individual investments in training and education would be to create a tax-sheltered registered skill development savings program (RSDSP), modelled on existing Registered Retirement Savings Plans (RRSP). Withdrawals from RSDSPs would be tax exempt when used for approved skill development purposes but would be fully taxable if used for other purposes. The key advantage of such schemes is the flexibility they give the individual to choose the type and timing of training. The major disadvantage of savings plan schemes, however, is that they are generally of less benefit to workers who earn low or modest incomes.

We believe that a properly instituted Training Savings Plan would provide a strong incentive for individuals to plan for their own training and retraining needs. Accordingly, we recommend:

Recommendation 5

That a Registered Skill Development Savings Plan (RSDSP), modelled on existing Registered Retirement Savings Plans, be created.

Educational Leave

Business members of the Task Force are broadly supportive of providing individual employees with increased opportunities for educational leave, provided the details are negotiated or otherwise agreed to by individual firms and their employees. The business community in general, however, has not been favourably disposed to the idea of a federally-legislated, universal educational leave program since this approach is inconsistent with the principle that the cost of general training/education upgrading programs should fall primarily on governments through the education system. It must also be emphasized that a broad, mandated educational leave program would inevitably have a negative impact on hundreds of thousands of small businesses across the country. We believe that the role of the private sector should be largely confined to providing employees with training that is firm- or occupation-specific.

Nonetheless, educational leave represents a legitimate option many companies should consider in attempting to increase the range of training opportunities available to their employees. We therefore recommend:

Recommendation 6

That Canadian companies expand opportunities for educational leave for their employees.

Severance Pay/UI Training Exemptions

Society clearly has an interest in encouraging individuals to invest in their own training and skill improvement. One way that government could advance this goal would be to provide favourable tax treatment for severance pay used for approved training purposes. Recent changes to Unemployment Insurance Regulations which treat severance pay and other termination payments as a replacement for UI benefits could also be amended to allow such funds to be used for training and skills upgrading. Such exemptions would provide important incentives to those who have recently been laid-off, or who have recently changed jobs, to invest in developing their skills. We therefore recommend:

Recommendation 7

That severance pay, or other separation benefits, be exempted from tax provided such funds are used for approved training or retraining purposes.

Government Training Loans/Loan Guarantees

To encourage more training, governments could provide potential trainees, who might not otherwise be able to finance training programs, with loans or loan guarantees. One possibility that deserves consideration is a government-sponsored training loan program modelled on existing provincial and federal student loan plans. We therefore recommend:

Recommendation 8

That the development of a national, government-sponsored training loan program be considered to encourage Canadians to enhance their work-related skills.

Measures to facilitate the development of national training goals, priorities and strategies

A National Advisory Council on Training

Training policies, as we noted earlier, must be formulated in the context of broader education policies if they are to be effective. Moreover, it is desirable - as the training strategies of such countries as Japan and West Germany have shown - that a broad consensus be forged as to the appropriate roles of the public and private sectors in designing and delivering training programs. Regrettably, Canada currently has no formal mechanism by which to develop national training goals or priorities nor any means to ensure that training and education policies are coordinated effectively. Nor does there appear to be any widespread consensus as to the respective roles which the public and private sectors should play. We believe that this is unfortunate.

In an era of rapid technological change, shrinking product life cycles, and fierce international competition, Canada needs to develop national training goals and priorities. Business, labour, and government should seek to come to some fundamental understanding of their respective roles in providing for the future education and training of the workforce. As a recent report on education and training by the Canadian Chamber of Commerce argued, it is critical that educational institutions, industry, and makers of public policy be made to "... define their vision for education and training in Canada and to agree on their respective responsibilities in translating that vision into action." Without such vision, Canadians will be poorly positioned to take advantage of the vast opportunities inherent in the new global economy.

The business members of the Task Force therefore believe that serious consideration should be given to the creation of a new body - a National Advisory Council on Training - to facilitate the development of training goals and priorities at the national level. In our view, this Council should be comprised of business, labour, educators, and other groups with an interest in training. It should be kept relatively small with, perhaps, a Board of Directors of twelve members and a limited secretariat to provide re-

search and policy support. The Canadian Labour Market and Productivity Centre provides a possible example of the kind of structure we have in mind. Indeed, it may be that the CLMPC itself - at very little, if any, additional cost to governments or Canadian taxpayers - could effectively assume this role.

While the mandate of the proposed Training Council would have to be developed in consultations between the parties involved, we believe that it should be sufficiently broad to allow the Council to play a useful role in a number of areas. In particular, we believe that the Council should be mandated to:

- formulate broad, national training goals and objectives and improve coordination of education and training policies;
- promote dialogue between business, labour, governments and educators on issues related to training and education;
- undertake research into labour market trends and the education and training policies required to respond to them;
- develop recommendations as to how the basic education system can be improved to ensure that labour force entrants possess a broad range of basic skills;
- evaluate the effectiveness of existing government training programs;
- encourage greater cooperation between the private sector and educational institutions;

Apart from these broad activities, we believe that a National Training Council could play a valuable role by compiling and developing reliable and up-to-date information on current industry training. At present, there is no generally-recognized definition of what "training" is. Certain studies focus exclusively on formal industry training and only include direct training costs, such as explicit outlays for instruction, provision of facilities and training materials. Others, however, include the cost of work-release time to employers, which many believe to be the largest component of training costs. The data they provide, however, are fragmented and incomplete. With respect to informal industry training, which some have suggested could amount to as much as six times the amount of formal training that is taking place, virtually no data is available.

A National Training Council could also make a useful contribution by collecting and disseminating information on private sector labour market innovations and best employment practices. The business members of the Task Force have been particularly impressed with the success of the growing number of sectoral and community-based training programs that have been established throughout the country in recent years. We believe that the proposed Training Council should take an active role in encouraging other sectors to adopt similar programs. Accordingly, we recommend:

Recommendation 9

That a National Advisory Council on Training, composed of business, labour and other private sector representatives, be created to offer advice on national training priorities, strategies and policies. The Council should also be mandated to undertake research into labour market trends, formulate recommendations on how to improve Canada's basic education and training system, evaluate government training programs, collect and disseminate information on private sector labour market innovations, and promote successful private sector training initiatives.

A National Training Target

In conjunction with greater tax incentives and other incentives to encourage more private sector training, there is also merit in the idea of establishing a broader national industry training goal. Such a goal would provide a useful reference point by which to measure progress in improving industry training efforts in the future. We are therefore prepared to endorse a new national target for private

sector worker training expenditures of at least 1% of payroll, to be attained over the next five years. This target should be measured on an economy-wide - not a firm-by-firm - basis. It is important to emphasize, however, the need to develop authoritative and objective, nationally-established criteria by which to measure industry's advances in reaching this target. In this respect, we believe that a large-scale national, firm-based survey of formal industry training in Canada should be completed on an urgent basis.

Current public debate surrounding the state of industry training underlines the need for objective and up-to-date information in this regard. The most widely quoted figure for formal training in industry in Canada ($1.5 billion in 1987), for example, is derived from an update of a Statistics Canada Survey commissioned by Employment and Immigration Canada. While examination of the survey questionnaire indicates that wage costs to firms were included in this calculation, the non-wage cost of work-release time to employers (such as lost production) were ignored. Moreover, the real meaning of the figure is difficult to discern given the marked differences in the way employers assign and account for training costs. In particular, it is probable that many companies are incurring "real" training costs in excess of what they record in their books and report in surveys. Both structural and cyclical economic changes are serving to increase business concern about the skills of employees and the general adequacy of training efforts. Thus, 1989 figures, if they were available, could very well show relatively higher private sector spending on formal training. Because of the uncertainties and data limitations that characterize discussions of training, we would expect that the National Advisory Council on Training would work to develop more widely agreed systems for defining and tracking industry training.

The business members of the Task Force therefore recommend:

Recommendation 10

That a National Training Target of at least 1% of payroll be established to be attained over the next five years. Progress in reaching this target should be measured on an economy-wide basis with the aid of authoritative and objective criteria.

Conclusion: Setting Priorities

The business members of the task force recognize that training and skill development are increasingly important ingredients in national competitiveness. Many Canadian companies have already responded positively to the training challenge. Greater industry training and retraining efforts will be required, however, in the future. The key issue, of course, is how such efforts can best be achieved. We believe that the kind of measures proposed in this paper represent the most effective means to lever greater private sector training in this country and would therefore hope that they would receive serious consideration.

The recommendations we have set out have been presented under three broad headings: those designed to stimulate corporate investments in training, those intended to enhance individual investments in training, and those meant to facilitate the development of national training goals, priorities and strategies. They are summarized below:

Measures to stimulate corporate investments in training

The business members of the Task Force recommend:

Recommendation 11

That tax-based incentives be developed to encourage Canadian companies to expand their training activities.

Recommendation 12

That Governments encourage more industries and communities to explore ways to strengthen their current training efforts through the development of sectoral and community-based initiatives similar to those that already exist in a number of sectors and communities.

Recommendation 13

That Individual Training Accounts to which both workers and employers contribute be established to reinforce workers' access to training opportunities.

Recommendation 14

That co-operative education programs be expanded to ensure that young Canadians possess the skills and experience that will facilitate the transition from school to work and enable them to be successfully trained by employers.

Measures to stimulate individual investments in training

The business members of the Task Force recommend:

Recommendation 15

That a Registered Skill Development Savings Plan (RSDSP), modelled on existing Registered Retirement Savings Plans, be created.

Recommendation 16

That Canadian companies expand opportunities for educational leave for their employees.

Recommendation 17

That severance pay, or other separation benefits, be exempted from tax provided such funds are used for approved training or retraining purposes.

Recommendation 18

That the development of a national, government-sponsored training loan program be considered to encourage Canadians to enhance their work-related skills.

Measures to facilitate the development of national training goals, priorities and strategies

The business members of the Task Force recommend:

Recommendation 19

That a National Advisory Council on Training, composed of business, labour and other private sector representatives, be created to offer advice on national training priorities, strategies and policies. The Council should also be mandated to undertake research into labour market trends, formulate recommendations on how to improve Canada's basic education and training system, evaluate government training programs, collect and disseminate information on private sector labour market innovations, and promote succesful private sector training initiatives.

Recommendation 20

That a National Training Target of at least 1% of payroll be established to be attained over the next five years. Progress in reaching this target should be measured on an economy-wide basis with the aid of authoritative and objective criteria.

While we believe that the measures set out above, if implemented, would represent an important step forward in helping Canada to meet its training needs in the future, we also stress the importance of ensuring that all Canadians possess a broad range of basic skills when they enter the workforce. We are convinced that improving the basic skills of the Canadian workers represents the main human resource challenge Canada will face in the years ahead. Such skills are critical to the trainability and adaptability of the workforce. One of the greatest competitive advantages of Japanese companies, for example, is that they are able to draw on an education system - and a broader society - that equips workers with a solid grounding in basic literacy and numeracy skills.

Unfortunately, far too many Canadians continue to lack basic skills when they enter the workforce. According to CLMPC estimates, there are currently

more than 600,000 job vacancies which remain unfilled despite continuing high unemployment in certain regions and among certain segments of the population. Many Canadians simply lack the skills to fill these - or any other - jobs. Until these broader deficiencies in the skills base of Canadians are met, we believe that measures directed solely at improving training activities within the private sector are unlikely, at least in themselves, to dramatically improve the flexibility, productivity, or career opportunities of Canadian workers.

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[1] CLMPC Leadership Survey, 1989

A LABOUR PERSPECTIVE ON TRAINING- Overview

Introduction

The concern of this Task Force was the training and upgrading of the current employed workforce. Although our mandate suggested that we consider the best way to spend $65 million dollars which the federal government had transferred from Unemployment Insurance, the members of the task force defined our purpose quite differently. The labour representatives absolutely opposed this erosion of the UI system; all sides agreed that we would make a much more responsible contribution if we went beyond the specifics of the $65 million and addressed the broader - and more difficult - issue of what kind of policy Canada should have for developing workers' skills and capacities.

Unfortunately, we could not come to an agreement on the nature of such a policy. The differences reflected how business and labour evaluated the training that was already taking place, and what the very range and purpose of such training should be. This consequently lead to differences over the structure, financing, and even need for a dramatically new national training policy.

Labour's Perspective on the Need for Training

The world of work is changing. To capture the productive potentials of these changes our society will have to change in many ways. One critical element of preparing for these changes is to develop the education and skills of the current workforce.

The kind of skills workers need today, and will increasingly need in the future, go beyond "orientation" to their particular jobs. The rapidity of the changes requires developmental skills - skills that reinforce continuous learning, which help workers adjust to new technology, which provide workers with more flexibility in moving to new jobs, and which mean greater worker input and influence over what is happening around us. Moreover, the exact jobs that will emerge in the future are unknown. That very uncertainty reinforces the importance of this kind of broader developmental training.

There are four principles underlying the labour movement's demand for training:

- Training is a right. This right should be universal - that is, available, without barriers to all workers.
- Training is a fundamental part of a job. Workers should have access to training during working hours with full pay.
- Training is a tool for greater equity. It is a tool for overcoming the particular inequities in the labour market faced by women, visible minorities, native Canadians, the disabled, new Canadians, and lower-paid workers. Any worker who does not have a basic high school education must have the right through paid education leave, to upgrade himself or herself.
- Input. Workers and their unions must have a central role in determining, at all levels, the direction of training.

A Mechanism to Promote More Training

On the basis of a wide range of studies as well as our own experience, it is clear to us that our dependence on a private-voluntary system of training is failing the Canadian economy and Canadian workers in terms of both the amount and the quality of training. Many employers addressing their own pressures and demands simply have no incentive to

provide the level and kind of training which is in the long-term interest of the wider economy and of individual workers. We have therefore concluded that a new initiative is critical: we must, as a nation, make a major commitment to a national training program.

To finance such a program, and to ensure that all employers at least contribute to this upgrading of the national workforce, we recommend the government establish a Training Fund based on an employer tax of one percent of payroll. Those employers conducting valid training would then be eligible for support from this fund.

A National Training Commission, composed of labour and business with input from the education sector and the wider community, would be responsible for establishing the broad guidelines for approving the programs that should be financed out of this new fund. The actual administration of the programs would be decentralized to the provincial level and would be sensitive to local and sectoral needs and to existing programs that have proven their worth.

The programs should make full use of our public educational institutions (eg. community colleges), whether they be offered in the workplace or at the educational facility. In many cases, these educational institutions may have to modify their structures and performance so they are more responsive to the needs of workers as clients, and more accountable to the public interest. But they represent a public resource that should be fully utilized and are a vital vehicle for channelling training in a broader direction.

Conclusion

Despite our best efforts to reach a consensus on an important new initiative we were unable to do so. The labour representatives proposed a simple formula which would ensure that all employers would ultimately pay one percent of payroll towards training and education of their workforce. Those that did, would receive a credit toward the National Training Fund. We were prepared to stage this process into effect in order that all employers and workers would have ample time to prepare for the eventual compulsory commitment.

A number of disagreements were obvious between us and the business representatives, but the most fundamental one was the employer's insistence that participation by employers be voluntary and that any such new training commission be limited to playing an advisory role only. We, on the other hand, were determined that this was far too timid a response given the turmoil of the times.

This task force has now completed its work. It did not reach a consensus, but - we believe - it clarified the issues and the choices. We recall the Prime Minister's pre-election promises to provide workers with training-adjustment programs that would be the "best anywhere". If our recommendations are accepted, there will still be difficult questions to work out and on-going debates about the specifics of the training. We will, however, have finally started a process that should have been in place long ago.

A LABOUR PERSPECTIVE ON TRAINING - A Discussion Paper

Introduction

This paper seeks to outline a broad labour perspective on training. It has a specific focus upon the training needs of employed workers, but we would expect that the development of a training system along the lines proposed here would be relevant to the work of the other Task Forces involved in consultations on the federal government's proposed Labour Force Development Strategy and dealing with the needs of other groups.

Part A makes some general observations on the role of training; Part B discusses weaknesses of the current training system; Part C sets out a broad labour perspective on training; and Part D looks to the development of a new national training strategy in terms of basic principles, institutions and finances.

The Role of Training

In recent months there have been many calls for significant improvements to Canada's training effort - e.g., the de Grandpré Report, the CEIC Policy Paper "Success in the Works", the CLMPC Task Force on Adjustment, the Report of the Ontario Premier's Council. The broad context for these reports has been the "adjustment problem" arising from the wholesale restructuring of the Canadian economy in the 1980's as a result of increased levels of international trade and competition in general and the anticipated impacts of the Canada-U.S. Free Trade Agreement in particular; as well as continued restructuring due to accelerated technological change. Training and retraining have come to be seen as a key means of dealing with the adjustment problems of individual workers and as a means of facilitating "positive restructuring" in the economy as a whole - i.e., through the development of technologically sophisticated, high productivity knowledge and skill intensive sectors through which we can secure continued economic growth and the continued existence of high quality, well paid jobs in a "globalized" economy. A new emphasis on training is also viewed as essential because of the "baby bust", changes in immigration patterns and growing skill shortages.

The emerging consensus in favour of more and better training is welcome in that the labour movement has long advocated greater educational and training opportunities for workers and a planned approach to labour market needs. Training is indeed an important instrument of adjustment for individuals and for the economy as a whole. However, training is not in itself the solution to unemployment, restructuring and the welfare of individual workers and the role of training must be placed within a wider perspective.

Consequences of restructuring in the 1980's include the disappearance of many relatively high wage, skilled manufacturing jobs, the strong growth of low wage, low skill, private sector service jobs and widespread deskilling, as well as reskilling, because of technological change. The result is increased polarization in the labour market between high paid, high skill jobs and low paid, low skill jobs, not a uniform general increase in skill requirements.

Continued high unemployment and the proliferation of temporary, part-time, low wage jobs is the result of corporate restructuring and of government failure to implement appropriate macro-economic, industrial and regional development policies not a lack of fit between the skills of workers and skills needed in available jobs. Training to meet skill shortages can certainly reduce unemployment and remove serious impediments to growth but it is no substitute for full employment policies.

"Positive" restructuring - i.e., the building-up of sophisticated, high productivity, high wage industries - will require comprehensive industrial and economic planning, the management of international trade and other measures going far beyond the development of workers' skills.

In terms of the needs of unemployed workers, it is clear that training can improve an individual's chances of obtaining a decent job. However, this is no justification for cutting-back on so-called "passive" spending on UI which is essential to the income security of workers and to income support during layoffs and periods of job search.

Adjustment policies must go far beyond training to include relocation assistance, adequate bridging programs to early retirement and measures to maintain employment in declining industries and regions of high employment.

Training is, in short, important, but it is only one part of the answer to our broad economic and "adjustment" problems, not a panacea for our ills.

The Current Training System

The existing Canadian training system suffers from a number of severe deficiencies.

Canadian business spends less than 0.5 per cent of payroll on formal training programs for the employed labour force, less than half the level in the U.S., which in turn spends only a fraction of that spent in other advanced industrial nations. The little money that is spent in the 25 per cent of firms which conduct formal training is concentrated in short-term courses which are in turn primarily delivered to managerial, professional and higher technical staff. For all of the rhetoric about "people are our greatest resource" and the need for a general upgrading of skills to improve flexibility, remarkably little formal training is provided to the vast majority of workers.

There is a great deal of informal and unstructured training activity in the workplace, but it is narrowly job and company-based rather than developmental and thus contributes little to the goal of general upgrading of worker skills. Such training also fails to meet the need of workers for certified, portable skills.

Workplace training is almost entirely unregulated and is financed almost exclusively by individual employers. Thus few mechanisms exist to ensure that training is collectively organized in order to realize broad, collective goals. We pay the price for this laissez-faire approach in the form of skill shortages, particularly at the peak of the business cycle, and in systematic under-training relative to current and future skill needs.

Under investment in training is promoted by the fact that companies which do not train are able to recruit workers from companies which have invested in training. Employers as a whole say that they need a well trained labour force with broad skills but there are substantial disincentives to the provision of such training by individual employers.

Only a small proportion of government expenditures on training are directed to retraining and upgrading the skills of employed workers - (i.e., apprenticeship programs, CJS programs to provide for retraining due to technological change and training for skill shortages, some similar provincial programs). While there are strong grounds for focusing direct government expenditures on the unemployed and those outside the labour market, the neglect of training for the employed in terms of government policy reinforces rather than redresses the weaknesses of a decentralized employer-based training system.

Federal government training expenditures have been sharply cut-back in recent years. Remaining funds have been narrowly targeted towards the long-term unemployed and new entrants to the labour market who lack basic and specific vocational skills. This means that training is unavailable to the great majority of unemployed workers and to those in temporary, unskilled, low skill, low paid jobs who need and want training. The major goal of these programs is to prepare workers with "labour market difficulties" for the available (mainly low skill) jobs not to raise the general level of skills.

There is little or no provision for training to forestall adjustment difficulties, e.g., through retraining of workers before they are laid-off.

Training financed by CJS increasingly takes place outside the public educational institutions which are best equipped to provide students with basic education or broad, certified skills. Privatization of training through the payment of wage subsidies to employers in turn promotes short-term, non cer-

tified, narrowly job-based training rather than more developmental training and substantial skill upgrading.

Employer-based and CJS training programs have generally failed to improve the overall position of women, natives, visible minorities and the handicapped in the labour market and have failed to meet the needs of older workers.

Public training institutions (colleges, vocational institutes, etc.) have been increasingly underfunded as a result of federal cuts, the restructuring of CJS expenditures and provincial cutbacks. Such underfunding chronically undermines the capacity of the public training system to respond to the growing demand for more training services by individual workers and by industry.

Despite some promising recent initiatives (e.g., the **BEST** program in Ontario) there is no concerted national effort to assist the 1 in 4 adult Canadians who lack basic literacy, numeracy and related skills.

The vast majority of workers who wish to upgrade their skills and education receive virtually no income, paid leave or other support from employers and governments but must struggle to take courses on their own time, at their own expense, while juggling family and work responsibilities.

The incoherent maze of existing federal and provincial programs is a substantial barrier to access to such limited training opportunities as currently exist.

The ability of the individual to make rational training decisions is undermined by the lack of detailed information on available job opportunities.

A Broad Labour Perspective on Training

1) A fundamental purpose of the education and training system should be to give the individual worker the right to freely develop her or his talents and capacities.

Education and training should not be totally subordinated to the needs of the economy and workplace, but should be seen as fundamental to the achievement of a truly democratic society. All citizens should have defined rights of access to adult basic education and training and to opportunities for lifelong learning. Rights of access must include the right to leave from work and to income and other support, such as child care services, during education and training.

It is particularly important that workers should have the right to obtain basic literacy and numeracy skills and to upgrade their education to at least a Grade XII level if they are to participate equally in a rapidly changing and technologically sophisticated society. Such an educational level is also needed as the basis for most advanced skills training, including apprenticeship, college level technical courses, etc. Individuals with a good basic education are best equipped for retraining throughout their working lives. This right to basic education must be implemented through defined rights to paid educational leave for employed workers, and through defined rights to government income support for unemployed workers, social assistance recipients and those outside the labour force.

Access to specific occupational training courses must, by contrast, be regulated in accordance with the need for specific skills in the labour market. For example, entry into apprenticeship programs must be based upon anticipated future requirements for specific trades.

2) Training should be broadly based and developmental rather than narrowly company and job-based.

Training should minimize dependency upon a specific employer and lay the basis for personal flexibility in the labour market. The ideal model for vocational skills training is an apprenticeship which gives a worker mastery of all aspects of a widely practiced trade and a recognized certificate of competence. While the apprenticeship model is by no means applicable to all training situations, even short-term, highly specific training can be structured in such a way as to go beyond the needs of a particular application of skills and the need of a particular employer and to develop the basis for further learning. Such training is most likely to take place in public institutions, or in union-controlled training institutions for specific trades. Both of these also provide for the certification of skills.

3) Training should enhance the ability of workers to control work and the production process.

Narrow, "competency-based" training is designed to meet the specific skill needs of an individual employer in a "cost effective" way but gives the worker little ability to understand or control the work process as a whole. By contrast, developmental, broadly-based skill training - especially training based on worker definitions of skill, as in the traditional skilled trades - enhances the ability of workers to shape the organization of work. This is particularly true when narrow job classifications are being broken down by changes to the production process.

Union-initiated training strategies in a number of Western European countries have been part of a strategy of shaping technological change so as to reskill rather than deskill workers. If workers have a broad skill base, unions will be in a better position to understand technological change, and better placed to bargain the way in which new technologies and processes are introduced into the workplace.

The existence of a broad skill base may exert a positive influence on the restructuring strategies of industrial employers - encouraging a shift towards skill-intensive, high value-added manufacturing as opposed to highly automated and capital intensive mass production.

4) Training should be an integral part of normal working life.

Training must be considered a normal part of the job and of working life, not an activity which must be pursued by the worker on her or his own time. Provision must be made for paid training and retraining leave for employed workers and/or for delivery of institutional training at the workplace in working hours.

5) Training must be part of a comprehensive process of labour market planning.

Vocational training must meet changing skill needs and changing labour market needs. Yet individuals and training institutions have insufficient information with which to make sound decisions.

At the firm level, unions must have access to corporate information if there is to be effective involvement in "human resource planning". At the local, provincial and national labour market level, individual workers, particularly unemployed workers, and public training institutions need detailed information on current and likely future job vacancies and on changing skill requirements if they are to know which courses to take and which courses to offer. Such information must be collected on a comprehensive and systematic basis from employers and other parties (e.g., through compulsory notification of job vacancies) and must be made easily available to individuals and training institutions at the local level. Individuals must also have ready access to informed counselling on training and on vocational opportunities generally.

Vocational courses offered by institutions such as community colleges should be developed in close consultation with regional or industrially-based advisory committees on which employers and unions are represented. Training must also be integrated with specific regional and industrial development strategies rather than made a substitute for such strategies.

6) Unions must have joint control over training.

Unions currently have a limited role in regulating workplace training through collective bargaining (e.g., through negotiation of entry to company-based training programs, negotiation of paid educational leave) and a more developed role in regulating many apprenticeship programs in the skilled trades. A few unions themselves deliver skills training programs (e.g., the UFCW in Cambridge, the Operating Engineers in Toronto) and others have some experience in joint industrial bodies concerned with training (e.g., EEMAC). Labour has varied - but generally very limited - influence and involvement on public training institutions and on provincial and federal bodies concerned with labour market planning (e.g., Industrial Training Councils in Ontario, CEIC's Local Advisory Committees).

In many Western European countries (e.g., Sweden, West Germany, the U.K. pre-Thatcher) labour has much greater control of the process and content of training at the workplace and industrial level (e.g., through joint training committees which

often have statutory rights and responsibilities as in Germany, the former Industrial Training Boards in the U.K.) and/or at the regional and national level (e.g., through direct participation on regional and national labour market boards as in Sweden which have significant training budgets).

Clearly defined union rights to participation in institutions which effectively control training through expenditure of funds and the exercise of regulatory powers are essential if training is to meet the needs of workers.

7) Training of employed workers is the financial responsibility of employers.

The financial responsibility for the basic education and vocational training of currently employed workers should lie with employers because they directly benefit from investment in skills training and because society as a whole assumes a large share of the cost of training the labour force through general education and expenditures on training for the unemployed, new entrants to the labour force, etc.

Given the needs of those outside the employed labour force, it is not appropriate for government funds to be redirected in a major way to the training of the already employed. Exception should be made for training programs required to anticipate and forestall adjustment problems related to technological change and industrial restructuring where employer provision is not feasible.

U.I. funds should be used only for income support of unemployed workers during periods of job search or training.

8) Training should be a major vehicle for achieving social equity.

Training is more than an "investment" in "human capital" which must be "cost effective" through enhanced productivity. Training is also essential if disadvantaged groups such as women, visible minorities, native people and the handicapped are to participate on more equal terms in the labour market. There is a clear need for affirmative action to be an integral part of public and private training programs.

9) Delivery of training is a public responsibility.

Generally speaking, Canada has a well educated labour force and most provinces have a well developed system of community colleges, universities and vocational training institutions. With proper funding, these institutions have the expertise and ability to expand to deal with the need for basic skill upgrading and higher levels of vocational training and retraining. It makes sense to promote combined institutional and on-the-job training (as in apprenticeship and co-op education programs), more paid educational leave and more delivery of college programs in the workplace. It makes sense for companies and industrial sectors to plan and arrange for delivery of a large part of their expanding training needs through the public sector. It makes no sense for governments to withdraw funding from public education institutions to pay subsidies to employers to provide narrow, uncertified and generally short-term on-the-job training.

Institutions and Finances: General Considerations

The existing system provides insufficient and inadequate training to meet our collective need for a skilled and adaptable labour force. It also fails to meet the specific needs of workers for adult basic education and developmental, broadly based, certified, and portable training. As a society and as individuals, we are thus ill-equipped to deal with rapid technological and industrial change. It follows that we need to develop a broad new national commitment to adult basic education and training.

The two key elements of a training system are institutions and finances. We need to specify which bodies will regulate, deliver, and define access to training; and who will pay for training. These matters should be dealt with through a new National Training Act which would define clear rights and responsibilities.

We need a training system with clearly defined rights and responsibilities, which is also flexible and decentralized. The training needs of industries, occupations, regions and provinces vary widely. The

purpose of a statutory approach is not to impose a simple blueprint, but to create a structure which promotes a wide variety of initiatives and accommodates those existing structures which provide broadly-based, certified training.

The basic starting point of a new system should be a defined obligation on employers to provide basic education and training for the currently employed labour force. In the absence of such an obligation, the level of training will continue to be inadequate.

A defined training obligation in the form of a training tax or levy must be integrated with a system of joint control of the content and delivery of training. This is necessary to bring about changes in the kind of training offered by employers.

Application of the employer tax/joint control model to Canada involves some consideration of logistical and constitutional issues. Geographical factors (i.e., the regional nature of the country) rule out a highly centralized model, including centralized sectoral training. Constitutional factors also rule out a centralized national plan. Training is an area of shared jurisdiction, though the lead responsibility for control, delivery and financing of public adult basic education and training lies with the provinces. Given that widened access to the public education system should be a central goal of any national plan, it would seem to be most appropriate to give the lead operational role to new joint administrative structures at the provincial level, and give any new national body the role of defining appropriate broad national standards. The special needs of Quebec in the domain of training may require the development of a parallel Quebec training plan legislated by and under the sole legislative control of the Quebec government (in the model of the parallel CPP/QPP plans).

To summarize, we should develop a new national training plan which involves the specification of an employer obligation to provide training, employee rights to adult basic education and training, and joint labour control of the content and delivery of training. The institutions required to meet these goals should be flexible enough to accommodate a wide range of provincial, regional, sectoral and occupational needs, and should facilitate the development of structures which effectively meet those needs. It is also important that existing approaches to training of employed workers which work (e.g., the apprenticeship system; union administered training funds) should be accommodated within any new system.

With these considerations in mind, we propose a somewhat more detailed model for purposes of discussion.

1) A new **National Worker Education and Training Act** would require all employers - including governments - to spend a fixed percentage of payroll on worker education and training (**The National Training Tax**).

2) The Act would broadly specify approved education and training activities, broadly define individual rights of access to training, and establish a **National Worker Education and Training Council** made up of labour and business representatives. Representatives of the educational sector and of other organizations and groups could be added as appropriate.

3) Provinces enacting parallel legislation to create **Provincial Worker and Education Training Councils** and to define training rights and responsibilities broadly consistent with the National Act would control the administration of the training tax obligation within their jurisdiction.

4) Employers above a specified minimum size would be required to establish **Joint Training Committees** composed equally of labour and business representatives.

5) Employers would remit the training tax to the appropriate **Provincial Worker Education and Training Council** minus any funds expended on **"approved training purposes"**.

6) Expenditures for "approved training purposes" would have to be agreed to by the Joint Training Committee and would have to be incurred for one or more of the following purposes:

- to finance course costs and regular wages for workers on leave to undertake adult basic education or approved vocational training at a public educational institution;
- to finance the costs of delivery of approved public institutional training at the workplace, as provided for in an agreement between the institution and an employer;

- to finance other training programs approved by the Provincial Worker Education and Training Council. Legislation would specify that approval would not be granted unless such programs had been developed jointly or agreed to by labour and business to meet specific industrial, occupational or regional training needs; e.g., existing skilled trades training programs which provide broad, certified, portable skills.

7) The Provincial Worker Education and Training Council would make direct provision for the education and training of workers at public institutions, using revenue from the training tax; would work closely with such institutions to provide for the expansion of existing programs as well as the development and certification of new programs; would work to bring about greater responsiveness to worker and industry needs on the part of public institutions; would ensure that individual rights to education and training defined in legislation are recognized by employers; and would approve broadly-based, certified training programs developed and delivered outside public institutions as may be agreed to by labour and business at the enterprise, sectoral, occupational or regional level.

HUMAN RESOURCE DEVELOPMENT STRATEGIES: An Educational Perspective

by Dr. Edward Luterbach

The need to develop and implement human resource development strategies that are effective in improving Canada's competitive edge is a concept generally agreed to and supported by most business, labour and educational leaders. There are, however, considerable differences in opinion as to the specific strategies that would be effective.

In a paper entitled "A Future that Works", a Task Force of the Board of the Association of Canadian Community Colleges, several broad principles were outlined. Among these were:

1. Our task in Canada is to develop our own labour force rather than relying upon immigration as the means of acquiring a skilled labour force.

2. Women are the major untapped resource. Their entry into the labour force in increased numbers is essential to our success in creating a more competitive economic climate. For many, however, the lack of a background in science and math precludes their full participation.

3. The quality of entry-level training must be maintained at least at the present level.

4. There are in existence many examples of partnerships among Business/Industry, Labour and Education that are effective. We should learn from and build upon these.

5. Human resource development for those currently in the workforce should be predicted upon career path training. A continuing focus upon narrowly based technique-driven training, while necessary, is far too limiting. Career path training must accommodate the concept that members of the labour force experience not only changes within existing jobs but will also need to change jobs. Thus, there is a need for a training system that provides for a recognition of prior learning with formalized crediting so as to facilitate the transferability and portability of learning experiences.

6. The distinction between pre-service and in-service training/education must become more blurred. The educational and training needs of those currently employed can be adequately addressed only through a closer integration between business/industry-based training and the education provided by the postsecondary system.

7. The preferred delivery agents for in-service training are the Colleges and Technical Institutes. These public institutions already have existing expertise and experience in designing effective learning experiences. In addition there are a large number of effective/innovative training partnerships existing across Canada including both large industries and small businesses as well as within a variety of sectors.

8. Literacy skills are not simply a set of skills which are necessarily retained once learned. While there is no question that a lack of literacy in reading, writing and numeracy are prevalent among those currently unemployed, the fact remains that many persons who are currently within the workforce also lack these same literacy skills. This has occurred as a result of disuse (if you don't use them you lose them). This lack of literacy precludes these persons from being successful in adapting within a changing work environment. Thus, for many, training programs will only be effective if they are designed by educational specialists.

9. There is a need for a Council to be formed consisting of Labour, Business/Industry, Education and other interest groups with a mandate to advise the Minister with regard to developing and implementing effective human resource development strategies.

The diversity of Canada sometimes distracts us from the realization that many high-quality human resources development strategies already exist. Our task may well be one of ferreting out those that work and making them known to others.

TASK FORCE MEMBERS

Michel Blondin is Assistant Director of District Five of the United Steelworkers of America. He is a member of the Conseil des Collèges, an advisory body to the Ministère de l'enseignement supérieur in Quebec. From 1979 -80, he was Vice-president of the Commission Jean, a governmental Commission set up to look at adult education and training.

Thomas d'Aquino is President and C.E.O. of the Business Council On National Issues. Mr. d'Aquino is a member of the Board of the Defence Industrial Preparedness Advisory Committee to the Minister of National Defence; of the Editorial Board of Policy Options, a publication of the Institute for Research on Public Policy; and the International Institute for Strategic Studies.

Ron Evason is President of The Society of the Plastics Industry of Canada. He is also Founder and Permanent Secretary of the Canadian Plastics Institute. Mr. Evason has been elected General Secretary of the International Plastics Associations Directors for the period of 1991 -94. He is a Chairman of the Advisory Board for the National Research Council's Plastic Program; a Member of the Board of Representatives of the Industrial Accident Prevention Association; and a Member of the American and Canadian Societies of Association Executives.

Barry Foster is Vice-president, Human Resources for Consumers Packaging Inc.. Previously, he was with RCA Inc., from 1971-89, in a number of capacities including Member of the Board of Directors and Vice-president of Human Resources. Mr. Foster is currently Chairman of the Employee Relations Committee of the Electrical and Electronics Manufacturing Association of Canada and Co-chairman of the Joint Human Resources Committee of the Canadian Electrical and Electronics Manufacturing Industry. He also serves on the National Industrial Relations Committee of the Canadian Manufacturers Association.

Ken Georgetti is President of the British Columbia Federation of Labour. In 1981, Mr. Georgetti became President of the United Steelworkers of America local 480. In 1984, he was elected as a vice-president of the B.C. Federation of Labour to be elected as President in 1986. That same year he became a Vice-president of the Canadian Labour Congress. He is a member of the Laurier Institute and the Board of Governors of the Labour College of Canada. He also sits as President of the Association of Learning Disabled Adults.

Victor Harris is Vice-president, Administration of Stelco Inc. Mr. Harris joined Stelco in 1956 and has had various positions in the Industrial Relations and Personnel Departments throughout the corporation. In 1981, he was appointed to the position of General Industrial Relations Manager and was subsequently appointed Vice-president, Industrial Relations, in 1985. In 1988, he was appointed Vice-president, Administration. Mr. Harris is a Member of the International Steel Institute, the Board of Directors of the Canadian Manufacturers' Association and the Board of Directors of the Canadian Labour Market and Productivity Centre.

Peggy Hillmer is President of Maggi-B Limited, a manufacturing company which she founded in 1976 with her sister, Barbara Twaits. Previously, Ms. Hillmer was in account services with McKim Advertising. She also serves as a National Director with the Canadian Manufacturers' Association and is a "Friend of Seneca" for Seneca College.

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Glen Pattinson is Vice-president, Industrial Sector, of the Communications and Electrical Workers of Canada, a position he has held since the creation of that union in 1984. Previously, Mr. Pattinson had been International Vice-president and President of the Canadian District, of the International Union of Electrical Workers from 1976-84. In 1983, he led his union into a merger with the Communications Workers of Canada resulting in the new union, the Communications and Electrical Workers of Canada. He has been a Vice-president of the Ontario Federation of Labour since 1974.

Robert Strother is Vice-president of Human Resources for Noranda Forest Inc., one of Canada's largest producers of forest products. Mr. Strother began his career in the forest industry with MacMillan Bloedel Limited in 1960 after graduating from the University of B.C.. He spent several years on Vancouver Island and at the company's Vancouver head office before moving to New Brunswick where he was Vice-president of the MacMillan Rothesay newsprint operation in Saint John. In 1982, he joined the Noranda Group in Toronto and assumed his present duties in 1987 with the formation of Noranda Forest Inc..

Austin Thorne is Secretary-Treasurer of the Canadian Federation of Labour. He has held this position since 1984. He is currently a member of both the Steering Committee and the Negotiating Committee for the Canadian Union Advantage Benefits Programs. He is also a member of the Labour Outlook Panel of the Conference Board in New York City. Prior to his election as Secretary-Treasurer of the CFL, Mr. Thorne was Secretary-Treasurer of the Newfoundland and Labrador Federation of Labour from 1976-79 and Business Manager for Local 1620 of the International Brotherhood of Electrical Workers from 1974-84.

Robert White is National President of the Canadian Auto Workers Union, a position he has held since the union's founding convention in 1985. Prior to the formation of the CAW, Mr. White was the United Auto Workers(UAW) Director for Canada and International Vice-president of the UAW, a position he had held since 1978. He is also General Vice-president of the Canadian Labour Congress and serves as a Vice-president of the federal New Democratic Party.

We wish to thank the following individuals and organisations for their submissions to the Task Forces: / Nous désirons remercier les individus et les organisations suivants pour leurs soumissions aux Groupes de travail:

Access (ACTA/CITC Educational Standards System)

Advocates for Community Based Training & Education for Women

Alberta Career Development & Employment

Alberta Tourism Education Council

Association Canadienne-Française de l'Ontario

Association of Canadian Career Colleges/ Association canadienne des collèges carrière

Association of Universities & Colleges of Canada/ Association des universités et collèges du Canada

Bancroft-Hallburton Industrial Training Ctee

Barclays Bank of Canada

Burt Perrin Associates

Cambridge Industrial Training Committee Inc.

Canadian Association for Coop Education (CAFCE)/ Association canadienne de l'enseignement cooperatif

Canadian Association for University Continuing Education/ Association pour l'éducation permanen dans les universités du Canada

Canadian Council for Native Business

Canadian Council on Rehabilitation and Work/ Le Conseil canadien de la réadaptation et du travail

Canadian Federation of Chefs de Cuisine/ La Fédération canadienne des Chefs de cuisine

Canadian International Freight Forwarders Assoc.

Canadian Restaurant & Foodservices Association/ Association canadienne des restaurateurs et des services alimentaires

Canadian Transportation Institute

Committee for Skills Development - Rainy River

Community Futures Cttee of Brandon & District

Community Industrial Training Committees (CITC)

Ctee for University-Industry Cooperation

Elgin County Industrial Needs Council

Fanshawe College London, Ontario

Fédération des CÉGEPs

Federation of Saskatchewan Indian Nations
Saskatchewan Indian Training Assessment Group
Saskatchewan Indian Institute of Technologies
Meadow Lake Tribal Council

George Brown College of Applied Arts & Technology

Hamilton Local Advisory Council

Hamilton-Wentworth Response

Harvan Engineering Ltd.

Home Builder's Association

Human Resources Development Working Group

IBM Canada Ltd.

Industrial Adjustment Services CEIC

Institute for Continuing Studies

Kenora-Fort Frances Local Advisory Council/ Conseil consultatif local de Kenora-Fort Frances

Kingston Area Training Advisory Committee

Koskie & Minsky Barristers & Solicitors

Laurier Institute for Business & Economic Studies

Letters of Understanding on Employability of SARs

London School of Business/École commercial de London

Manitoba Education & Training Skills Development

Manitoba Family Services

Mohawk College of Applied Arts & Technology

Movement for Canadian Literacy

Mutual Position of the Provinces & Territories

National Anti-Poverty Organization

National Council of Welfare-CANADA/ Conseil national du bien-être social

Neil Squire Foundation

Niagara Industrial Training Advisory Corporation

North Fraser Investment Corporation

National Education Assoc. of Disabled Students

National Education Assoc. of Disabled Students

Okanagan North Community Futures Corporation

Okanagan-Kootenay District Advisory Board

Okanagan-Similkameen Community Futures Assoc.

Ontario Council of Agencies Serving Immigrants

Ontario Government

Ottawa-Carleton Industrial Training Council

Pacific Rim Institute of Tourism

Parliamentary Forum Status of Disabled Persons/ Colloque parlementaire sur la condition des personnes handicapapées

Parry Sound Industrial Training Committee

Prescott-Russell Training Corporation/ Corporation de formation de Prescott-Russell

Project on the Welfare of Families

Protect Apprentice Training & Quality

Provincial Submissions

Renfrew County Industrial Training Committee

Residential Low Rise Forming Contractors - T.O.

Reynolds, John

S. D. & G. Industrial Training Council

Saint John Human Development Council

Scarborough Centre for Alternative Studies

Selkirk College

Sheet Metal Workers

SP Research Associates - Regina, Canada 1988

Stoney Creek Local Advisory Council/ Conseil consultatif local de Stoney Creek

Sudbury Industrial Training Advisory Committee

Sunshine Coast Community Futures Association

Tourism Industry Association of Canada/ L'Association de l'industrie touristique du Canada Canadian Paraplegic Association

Tourism Industry Association of Nova Scotia

Victoria Faulkner Women's Centre

Wilks, Arthur G.

Women's Employment and Training Coalition

YMCA Canada

Youth Employment Skills Canada Inc. (YES Canada)

Rapport des

Groupes de travail du CCMTP

sur la Stratégie de la mise en valeur de la main-d'oeuvre

Canadian Labour Market and Productivity Centre

Centre canadien du marché du travail et de la productivité

Le 28 mars 1990

L'honorable Barbara J.McDougall
Ministre de l'Emploi et de l'Immigration
Pièce 231, Édifice de l'Ouest
Chambre des communes
Ottawa (Ontario)
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Madame,

Au nom du conseil d'administration du Centre canadien du marché du travail et de la productivité, nous sommes heureux de vous présenter le rapport et les recommandations qui découlent des consultations entreprises au cours des derniers mois au sujet de la Stratégie de mise en valeur de la population active.

Le document ci-joint contient le texte des rapports présentés par les divers groupes de travail à la suite des consultations, ainsi que certains documents de référence qui ont débouché sur les diverses recommandations. Le rapport résume aussi les grandes orientations de politique adoptées par les groupes de travail et les thèmes généraux dégagés par les consultations.

Les groupes de travail ont agi chacun de leur côté. Comme en témoignent leurs rapports, ils préconisent toutes sortes de stratégies sur la meilleure façon de mettre en oeuvre les réformes du marché du travail. Ce rapport complète la première partie de l'exercice, mais il est essentiel à notre avis que le Centre passe à une deuxième étape qui portera spécifiquement sur les mécanismes nécessaires pour mettre en oeuvre les recommandations issues du premier volet de l'exercice.

Les rapports contenus dans ce document représentent une suite fructueuse au dialogue établi entre les milieux d'affaires, les syndicats et d'autres secteurs importants de la société canadienne sur des questions d'importance nationale. Au nom des membres du CCMTP qui représentent les milieux d'affaires et les syndicats, nous vous assurons de notre engagement envers la poursuite du dialogue sur ces questions et d'autres encore.

Veuillez agréer, Madame, l'assurance de nos sentiments les meilleurs.

La présidente,
Conseil du travail du Canada
Shirley G. E. Carr

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Rapport des

Groupes de travail du CCMTP

sur la Stratégie de la mise en valeur de la main-d'oeuvre

Le Centre canadien du marché du travail et de la productivité

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INTRODUCTION

Au cours de la dernière année, les moyens à mettre en oeuvre afin d'équiper les Canadiens pour leur permettre de s'adapter aux exigences des changements économiques rapides et constants ont fait couler beaucoup d'encre. En 1989, un Groupe de travail sur l'adaptation concluait à la nécessité de confier un rôle plus actif aux principaux partenaires du marché du travail pour la formulation et la mise en oeuvre des politiques du marché du travail dans l'intérêt d'une plus grande efficacité de ces dernières. Ce thème a trouvé son écho dans le rapport du Conseil consultatif sur l'adaptation, qui préconisait une plus grande collaboration syndicale-patronale, une amélioration de la planification des ressources humaines, et une augmentation de la formation dans le secteur privé.

Suite à un grand nombre des questions soulevées par le Groupe de travail du CCMTP et le Conseil consultatif, et reconnaissant la nécessité d'accroître l'efficacité et la souplesse des programmes actuels du marché du travail, le gouvernement fédéral a lancé une nouvelle stratégie de la main d'oeuvre au printemps de 1989. L'objectif premier de la Stratégie de la mise en valeur de la main d'oeuvre canadienne consiste à faire en sorte que la population active des années 1990 soit «hautement qualifiée et capable de s'adapter à un monde du travail en évolution par suite des changements technologiques et démographiques».

Le premier volet de cette stratégie consistait à mener de vastes consultations pour connaître les vues et les préoccupations des principaux détenteurs des enjeux du marché du travail : le patronat et les syndicats. Ces consultations ont eu lieu sous les auspices du Centre canadien du marché du travail et de la productivité. Un certain nombre de groupes communautaire et de l'enseignement ont aussi été invités à y participer.

Tous les participants aux consultations ont convenu de l'importance, pour le méchanisme d'adaptation, de l'efficacité des politiques et des programmes de formation. Plusieurs groupes de travail préconisent fortement d'utiliser davantage les fonds de l'assurance-chômage pour fournir un revenu de remplacement au cours de la formation. Les membres des groupes de travail estiment que les fonds de l'assurance-chômage, fournis par les travailleurs et les employeurs, devraient servir exclusivement à assurer un revenu de remplacement aux individus, y compris dans le domaine de la formation.

Ce Rapport présente les résultats de ces consultations. La Section I brosse un tableau d'ensemble de la Stratégie de mise en valeur de la population active et présente brièvement le processus de consultation du CCMTP. La Section II expose un certain nombre de thèmes généraux qui sont ressortis des délibérations des divers Groupes de travail du CCMTP. Les rapports des Groupes de travail mêmes forment la Section III.

Il importe de noter que les provinces qui partagent la responsabilité du marché du travail sont aussi très sensibles aux défis que nous réserve la prochaine décennie. En novembre 1989, s'appuyant sur leur expérience collective du marché du travail, les provinces annonçaient une Stratégie d'adaptation et de mise en valeur des ressources humaines. Le point d'articulation de leur stratégie exposée dans le rapport Partenaires pour l'avenir est la mobilisation, sous forme de partenariat, des ressources des gouvernements fédéral, provinciaux et territoriaux avec celles du secteur privé en vue d'assurer à une économie canadienne dynamique les compétences dont elle a besoin.

LA STRATÉGIE DE LA MISE EN VALEUR DE LA MAIN D'OEUVRE CANADIENNE

La Stratégie de mise en valeur de la population active est sous-tendue par la reconnaissance d'une réalité nouvelle : les changements technologiques, économiques et démographiques exigeront une remise en cause fondamentale de la politique canadienne du marché du travail.

Comme le fait remarquer la Stratégie, l'évolution des professions et des compétences requises obligera de nombreuses personnes à se perfectionner ou à changer d'emploi plus souvent que par le passé. À moins que nous ne nous dotions des institutions, des politiques et des programmes qu'il faut pour permettre aux personnes de s'adapter efficacement à ces changements, de nombreux Canadiens pourraient voir leurs perspectives d'emploi limitées et leurs capacités sous-utilisées.

De même, l'industrie devra accorder une bien plus grande priorité aux politiques de ressources humaines pour éviter des pénuries critiques de compétences et tirer plein parti des occasions nouvelles. Cela exigera une amélioration considérable des compétences de sa main-d'oeuvre pour répondre aux besoins des technologies nouvelles, de l'évolution démographique, et des nouveaux défis économiques.

Par conséquent, la Stratégie de mise en valeur de la population active a pour objectif de «mobiliser les efforts de la nation et d'inciter les employeurs, les syndicats, les gouvernements provinciaux, les enseignants, les groupes concernés et les Canadiens à veiller», en priorité :

- à accroître le niveau de compétences des travailleurs;
- à conjuguer, de la meilleure façon possible, les politiques, les programmes et les méthodes d'emploi pour garantir que tous les travailleurs réalisent leur potentiel.

Dans son énoncé de politique, Le nouveau mode d'emploi, le ministère de l'Emploi et de l'Immigration disait que le succès de la nouvelle stratégie passerait par la participation active et l'apport de nombreux groupes. En tant qu'organisme national ayant des liens avec le patronat comme avec les syndicats, le Centre canadien du marché du travail et de la productivité a été invité à mener de vastes consultations sur la politique du marché du travail et à faire part de ses constatations au gouvernement fédéral.

- Les consultations du CCMTP ont été axées sur sept Groupes de travail chargés d'étudier les domaines suivants :
- - Programmes pour les travailleurs âgés
- - Programmes destinés aux bénéficiaires d'assurance-chômage
- - Programmes pour les assistés sociaux
- - Planification des ressources humaines
- - Enseignement coopératif
- - Formation par apprentissage
- - Formation au niveau débutant

Soixante-deux distingués Canadiens, représentant une vaste gamme d'organismes et aux antécédents les plus divers, ont siégé aux sept Groupes de travail du CCMTP.[1] Ceux qui ont pris le temps de siéger aux Groupes de travail reconnaissaient l'urgence d'améliorer la qualité et la disponibilité de la formation accessible aux Canadiens. Ils partageaient aussi la conviction que les patrons, les travailleurs, les éducateurs, les groupes communautaires et les Canadiens individuels ont tout intérêt à s'assurer que le système de formation du Canada fonctionne efficacement. Ces mêmes convictions avaient amené la création du CCMTP même quelques années plus tôt.

Les Groupes de travail du CCMTP, qui se sont réunis tout au long de l'été et de l'automne 1989, ont

consigné dans un certain nombre de documents leurs conclusions sur la façon d'améliorer la politique canadienne du marché du travail. Les membres des Groupes de travail ont présenté leurs vues lors d'une série de symposiums nationaux en novembre et décembre 1989. La participation à ces symposiums a donné à plus de 500 Canadiens, représentant une vaste gamme de points de vue et d'organismes, la possibilité de faire valoir leurs préoccupations. Plus de 90 personnes et organismes ont aussi profité de l'occasion pour remettre des mémoires écrits aux membres des Groupes de travail.

L'exercice de consultation des Groupes de travail marque la première fois qu'un groupe aussi vaste d'organismes et de personnes est mis à contribution pour aider le gouvernement à arrêter l'orientation future de la politique du marché du travail. Tous ceux qui ont participé aux consultations des Groupes de travail reconnaissent que l'exercice s'est révélé extrêmement utile et qu'on a tout à gagner à faire participer les partenaires du marché du travail - le patronat, les syndicats, les organismes de développement social, le monde de l'enseignement, les groupes d'intérêt, et les Canadiens individuels - au processus d'élaboration des politiques. Nous espérons, également, qu'il constituera un modèle utile pour la suite de l'évolution de la politique du marché du travail.

THÈMES CENTRAUX DÉGAGÉS DE L'EXERCICE DE CONSULTATION

À la fin de l'exercice de consultation, plusieurs thèmes généraux sont devenus apparents. Un grand nombre de ces thèmes caractérisaient non seulement le travail des Groupes de travail mêmes, mais une bonne part de la discussion qui a eu lieu lors des symposiums nationaux. Ces thèmes fréquents, qui sont résumés ci-après, situent le contexte de la plupart des recommandations particulières exposées dans chacun des rapports de Groupe de travail. S'ils estiment que la mise en oeuvre de ces recommandations contribuerait pour beaucoup à l'amélioration des compétences et de la capacité d'adaptation de la main-d'oeuvre canadienne, les participants aux Groupes de travail reconnaissent que l'efficacité des programmes de formation et de marché du travail sera limitée en l'absence d'une économie saine et vibrante propice aux changements et à une vigoureuse création d'emplois.

Protection des programmes de remplacement du revenu

La réussite des programmes du marché du travail pivote sur le revenu de remplacement et la caisse d'assurance-chômage constitue la principale source de revenu pour les chômeurs, qu'ils soient en formation ou à la recherche d'un emploi. Plusieurs groupes de travail se sont rangées fermement derrière la possibilité d'utiliser les fonds d'assurance-chômage comme un revenu de remplacement au cours de la formation. Un thème est toutefois revenu fréquemm ent au cours des délibérations de tous les groupes de travail: la caisse d'assurance-chômage devrait servir exclusivement à procurer un revenu de remplacement aux individus et non à acheter des cours de formation.

Sur un thème connexe, un certain nombre des Groupes de travail se sont inquiétés des incidences des changements apportés à la Loi sur l'assurance-chômage au milieu des années 1980 relativement au traitement des indemnités de cessation d'emploi et du revenu de retraite. Ces changements, croit-on, ont eu des conséquences fâcheuses sur l'utilité du système de maintien du revenu pour de nombreux Canadiens. Au moins deux Groupes de travail ont donc recommandé le retour aux règles d'avant 1984 régissant les indemnités de cessation d'emploi et le revenu de retraite : ni les indemnités de cessation d'emploi, ni le revenu de retraite, ne doivent entrer dans le calcul des prestations d'assurance-chômage.

Amélioration de la collaboration fédérale-provinciale

L'efficacité de la collaboration est une condition préalable essentielle du succès des politiques et programmes du marché du travail. L'efficacité des politiques et programmes existants de formation, cependant, est souvent compromise par la non-complémentarité des objectifs définis par les deux niveaux de gouvernement. Certains programmes provinciaux de formation, par exemple, doublent tout simplement ceux qu'offre le gouvernement fédéral, alors que d'autres poursuivent des objectifs et priorités différents - et parfois contradictoires. Manifestement, pour que ces programmes finissent par atteindre leurs buts, il est primordial d'améliorer la coordination entre les gouvernements fédéral et provinciaux.

Tous les Groupes de travail ont reconnu que la nécessité de réduire le chevauchement et le double emploi actuels des programmes fédéraux et provinciaux du marché du travail est cruciale. Certains Groupes de travail, cependant, sont allés plus loin : ils ont recommandé la création de structures plus formelles et plus permanentes pour améliorer la coordination entre les ministères fédéraux et provinciaux/territoriaux responsables des programmes du marché du travail. Ainsi, un Groupe de travail a recommandé la création d'un conseil fédéral-

provincial formé des ministres responsables des politiques du marché du travail. Le Conseil proposé se réunirait périodiquement pour coordonner les programmes aux niveaux fédéral et provincial.

Le thème de l'amélioration de la collaboration fédérale-provinciale est aussi ressorti des discussions entourant la nécessité d'une amélioration des normes nationales dans des domaines comme la conception et l'évaluation des programmes de formation, l'application des principes d'équité, les programmes d'apprentissage, et l'accessibilité des programmes. De fait, trois des six rapports de Groupe de travail renferment des recommandations explicites à cet égard.

Renforcement des normes nationales

Divers Groupes de travail sont d'avis que, pour avoir droit au financement fédéral, les provinces devraient répondre à des normes nationales convenues, établies par le gouvernement fédéral et les partenaires du marché du travail. Ces normes, selon les auteurs des rapports de Groupe de travail, sont nécessaires pour assurer que la formation donnée aux travailleurs est de qualité et qu'elle a de vastes assises. Elles serviront aussi à assurer la transférabilité de la qualification acquise. Les Groupes de travail ont recommandé l'établissement de normes nationales dans des domaines comme la conception et l'évaluation des programmes de formation, l'application des principes d'équité, les programmes d'apprentissage et l'accessibilité des programmes. Comme un grand nombre de ces domaines sont du ressort des provinces, toutefois, les membres des Groupes de travail ont reconnu que la création de nouvelles normes nationales exigerait nécessairement des consultations fédérales-provinciales poussées.

Promotion de la formation et de l'enseignement permanents

Avec l'évolution de la technologie, les travailleurs doivent souvent acquérir une nouvelle qualification ou améliorer celle qu'ils ont déjà. Le rythme croissant de changement technologique pourrait obliger les travailleurs d'aujourd'hui à se former pour trois ou quatre carrières différentes dans le cours d'une vie de travail. Dans ce contexte, on ne saurait surestimer l'importance de la formation et de l'enseignement permanents. La formation et l'enseignement ne doivent plus être perçus comme une condition préalable au travail, mais comme une partie intégrante du processus de travail.

Tous les Groupes de travail ont donc souligné la nécessité de promouvoir l'apprentissage permanent. Afin de promouvoir la capacité d'adaptation individuelle sur le marché du travail, et d'accroître l'efficience globale des marchés du travail, plusieurs Groupes de travail ont aussi souligné la nécessité d'équiper les travailleurs d'une qualification formelle qui ait de vastes assises et qui soit transférable.

Expansion du rôle du patronat et des travailleurs dans la formulation et la mise en oeuvre des politiques du marché du travail

Principaux partenaires du marché du travail, le patronat et les syndicats ont un enjeu vital dans l'efficacité des programmes du marché du travail. Malheureusement, ils n'ont souvent qu'un rôle limité dans la formulation et la mise en oeuvre des politiques du marché du travail; ce sont les gouvernements qui ont eu le rôle prépondérant. Cependant, le patronat et les syndicats sont bien placés pour participer à la détermination des besoins du

marché du travail - et pour aider à la conception collective des politiques et programmes susceptibles de répondre à ces besoins. Il y a donc lieu d'étendre leur apport à la formulation et à l'administration des politiques et programmes du marché du travail.

Dans cette optique, la plupart des Groupes de travail ont recommandé la création de nouveaux mécanismes pour accroître la participation patronale-syndicale à la formulation de la politique du marché du travail. Certains Groupes de travail ont recommandé l'établissement d'un organisme consultatif patronal-syndical à cette fin. D'autres ont recommandé des structures beaucoup plus étendues, qui permettraient au patronat et aux syndicats d'assumer un rôle important dans de nombreux domaines qui sont du ressort exclusif des gouvernements. Comme nous le verrons plus bas, cependant, tous les Groupes de travail sont convenus que les nouveaux mécanismes de consultation doivent assurer la participation et l'apport actifs d'une vaste gamme de groupes du milieu et du monde de l'enseignement. Ils ont aussi recommandé que le gouvernement fédéral s'engage à réformer le processus de décision pour l'administration des programmes du marché du travail, de manière à donner au niveau local, plutôt qu'au niveau national, plus de pouvoirs en matière de conception et d'administration des programmes.

Accroissement de l'apport local à l'administration des programmes du marché du travail

Un autre thème fréquent de l'exercice de consultation a été la nécessité d'obtenir un plus grand apport de la communauté pour l'administration des programmes du marché du travail. Tous les Groupes de travail ont convenus que les nouveaux mécanismes de consultation doivent non seulement renforcer le rôle des principaux partenaires du marché du travail - patronat et syndicats - mais encore qu'ils doivent assurer une plus grande participation des représentants des établissements de formation et d'enseignement, des groupes de femmes, des autochtones, des minorités visibles, et des handicapés. Les Groupes de travail sont aussi convenus que le gouvernement fédéral doit prendre un engagement envers le principe de l'orientation et de la supervision patronales-syndicales pour l'établissement des objectifs fondamentaux du marché du travail et l'administration des programmes du marché du travail. De plus, plusieurs Groupes de travail ont recommandé de confier au niveau local, dans la mesure du possible, une plus grande responsabilité en matière de conception et d'administration des programmes.

Planification des ressources humaines

Un thème fréquent, quoique souvent implicite, ressorti des délibérations des divers Groupes de travail a été l'importance croissante de la planification des ressources humaines (PRH). À cet égard, plusieurs Groupes de travail ont traité de la nécessité pour le patronat, les syndicats et le gouvernement de mieux définir et prévoir les inadéquations entre l'offre et la demande du marché du travail afin de gérer plus efficacement les changements du marché du travail. Alors que le Groupe de travail sur les stratégies de planification des ressources humaines a été incapable de se mettre d'accord sur des mécanismes précis pour l'accroissement et la surveillance de la formation dans le secteur privé, les membres du Groupe de travail ont néanmoins reconnu qu'une planification efficace des ressources humaines serait critique pour permettre au marché du travail de faire face au changement technologique, démographique et économique constant.

Amélioration de la qualification de base

Un autre grand thème du processus de consultation a été la nécessité d'équiper les Canadiens de la qualification de base dont ils ont besoin pour réussir sur le marché du travail. Trop de jeunes Canadiens continuent de s'amener sur le marché du travail sans avoir reçu l'orientation professionnelle convenable

ou sans savoir lire et compter - même si le Canada se classe aux premiers rangs des pays de l'OCDE pour le total des dépenses qu'il consacre à l'éducation, en pourcentage du PIB. En effet, plus de 30 % des élèves canadiens abandonnent toujours leurs études secondaires avant d'avoir terminé la 12e année; c'est l'un des taux d'abandon les plus élevés du monde industrialisé. Les travailleurs qui ne savent pas lire et compter, cependant, sont sérieusement désavantagés sur le marché du travail. Non seulement ont-ils moins de chances de se trouver du travail, mais encore ils sont plus difficiles à former et sont mal préparés à faire face au changement technologique rapide.

Plusieurs Groupes de travail se sont donc arrêtés à la question de savoir comment améliorer la qualification de base des travailleurs. Les recommandations sur ce point ont touché essentiellement la nécessité d'offrir des possibilités d'amélioration de la qualification de base à tous les travailleurs et d'insister davantage sur l'alphabétisation en milieu de travail. Afin de donner aux travailleurs qui ne savent pas suffisamment lire et compter la possibilité d'obtenir une qualification de base, l'une des recommandations clés a été que les bénéficiaires d'assurance-chômage participant à des programmes d'éducation et d'alphabétisation de base soient réputés admissibles au remplacement du revenu.

Maximisation de l'efficacité des ressources de l'enseignement public

Comme il ressort du nombre croissant de pénuries de main-d'oeuvre spécialisée qui se manifestent dans le secteur de l'économie, les établissements d'enseignement canadiens ne produisent pas un nombre suffisant de diplômés ayant la qualification que recherche l'industrie canadienne. Dans le but de mieux sensibiliser les établissements d'enseignement du secteur public aux besoins du marché du travail, divers Groupes de travail ont donc recommandé de renforcer leur rôle dans le système de formation du Canada. Il y a lieu, ont-ils dit, d'élargir le rôle des établissements d'enseignement publics dans l'administration des programmes de formation. En même temps, les établissements publics doivent jouer un plus grand rôle dans l'administration de programmes efficaces d'alphabétisation en milieu de travail.

Expansion des services d'appui au counselling

Des services efficaces d'appui au counselling sont indispensables au succès des programmes du marché du travail. Le counselling est la meilleure façon de reconnaître ceux qui ont le plus de chances de profiter des programmes du marché du travail et ceux qui risquent le plus de connaître un chômage de longue durée. Un repérage rapide, surtout par le counselling au moment de l'avis de perte d'emploi, permettra à ceux qui sont sur le point de perdre leur emploi de s'inscrire rapidement à des programmes de recyclage - avant que leur qualification et leur moral ne commencent à s'effriter.

Malheureusement, il arrive souvent que ces services ne soient pas offerts aux Canadiens qui en ont besoin et que les services disponibles ne soient pas axés sur les besoins particuliers des groupes cibles les plus exposés au chômage de longue durée. De fait, la plupart des chômeurs sont envoyés à des programmes de formation non pas à la suite d'un counselling qui détermine leurs besoins et leurs capacités, mais par l'application de critères préétablis qui ont pour effet de disqualifier de grands nombres de personnes qui pourraient peut-être profiter des programmes de formation.

Plusieurs Groupes de travail ont donc recommandé d'accorder une plus grande priorité au counselling. Un thème fréquent a été la nécessité que les Centres d'emploi du Canada (CEC) élaborent des services spécialisés de counselling pour les groupes cibles. On a aussi insisté sur l'importance de veiller à ce que les services de counselling gardent leur autonomie par rapport aux autres fonctions touchant les groupes de clients, comme le traitement des demandes de règlement et l'administration de l'assurance-chômage. Un Groupe de travail a recommandé la création d'un système de rechange pour le counselling : le nouveau système comprendrait le recours à des défenseurs représentatifs des groupes de clients qui aideraient et conseilleraient leurs pairs.

D'autres recommandations ont touché la nécessité de revoir les lois existantes régissant le préavis de licenciement et les fermetures d'usine pour faire en sorte que ceux qui font face à une perte d'emploi aient accès le plus tôt possible à des services de counselling de qualité. On a aussi insisté sur l'importance d'améliorer l'orientation professionnelle dans les établissements d'enseignement.

Amélioration de l'accès aux programmes de formation et de perfectionnement

Les travailleurs moins avantagés sont souvent limités dans leurs perspectives de carrière parce qu'ils ne possèdent pas la planification qui est en demande. Cela reflète, en partie tout au moins, le manque d'accès aux occasions de formation. Par ailleurs, l'inégalité d'accès à la formation perpétue invariablement les inégalités de revenu. Il faut donc diverses mesures pour faire en sorte que les membres des groupes économiquement désavantagés, comme les femmes, les travailleurs âgés, les minorités visibles, les groupes autochtones et les handicapés, jouissent d'une plus grande égalité d'accès aux occasions de formation et de perfectionnement.

Plusieurs Groupes de travail ont formulé des recommandations à cet égard. Divers Groupes de travail, par exemple, ont souligné la nécessité d'une forme quelconque de campagne de sensibilisation pour renseigner les Canadiens sur les genres de programmes de formation qui s'offrent à eux. D'autres Groupes de travail ont recommandé des politiques et programmes destinés à encourager la formation de la main-d'oeuvre traditionelle, ainsi que des changements aux critères d'admissibilité pour certains programmes de formation existants. En même temps, on a aussi souligné la nécessité d'encourager une plus grande participation de divers groupes désignés, et d'accroître la participation des femmes aux métiers et aux professions de technologie. Enfin, afin de compenser les disparités régionales d'occasions d'emploi, au moins trois Groupes de travail ont recommandé d'offrir une aide à la mobilité pour les personnes qui désirent chercher un nouvel emploi en dehors de leur milieu.

Amélioration de la diffusion des renseignements sur le marché du travail

Sans accès à des renseignements fiables et à jour sur les programmes de formation disponibles et les perspectives d'emploi, de nombreux Canadiens ne seront pas au courant des cours qui leur permettraient d'améliorer leur qualification. Par ailleurs, des emplois pour lesquels des chômeurs pourraient être qualifiés risquent aussi de ne pas trouver preneur. Plusieurs Groupes de travail ont donc abordé la nécessité d'améliorer la diffusion des renseignements sur le marché du travail - en commençant dans le réseau scolaire.

Divers Groupes de travail ont recommandé l'expansion des mécanismes de sensibilisation aux programmes du marché du travail. Une recommandation fréquente a été l'amélioration du système de listes de postes vacants actuellement offert par les Centres d'emploi du Canada. On a aussi préconisé que les gouvernements fassent un effort plus soutenu pour renseigner les employés, les employeurs, les élèves, les éducateurs et les autres Canadiens sur les programmes de formation et de perfectionnement par des campagnes d'information publique. On a aussi recommandé un catalogue plus complet et à jour des programmes de formation, peut-être en direct, comme moyen efficace d'accroître la participation du public aux programmes du marché du travail.

Amélioration de la qualité des données sur le marché du travail

Il y a lieu d'améliorer également la qualité des données sur le marché du travail. Il est essentiel de disposer de données à jour et fiables sur le marché du travail pour comprendre les nouveaux besoins de

qualification et de professions et pour concevoir les programmes de formation de qualité susceptibles de répondre efficacement à ces besoins. Cela est crucial également pour notre capacité de mesurer les niveaux actuels de formation dans l'industrie et les progrès que fait l'industrie pour atteindre ses objectifs de formation dans le temps. La nécessité de données fiables sur les marchés du travail locaux sera aussi un élément critique du succès des programmes du marché du travail conçus et administrés au niveau communautaire.

Deux Groupes de travail ont donc recommandé la création d'une enquête permanente sur les occasions d'emploi. Cette enquête, qui pourrait être conçue pour assurer des données indispensables sur les postes vacants actuels et prévus, par région et par profession, serait relativement peu coûteuse. Ses avantages, cependant, pourraient être considérables.

Amélioration de l'évaluation permanente des programmes du marché du travail

Il est essentiel de disposer de techniques efficaces d'évaluation de programme pour mesurer et surveiller le succès des programmes individuels du marché du travail, particulièrement puisque les objectifs que visent ces programmes changent souvent sous l'effet de l'évolution des conditions sociales ou économiques. Il est donc indispensable d'améliorer les mesures pour s'assurer, de façon permanente, que les programmes en cours continuent d'atteindre leurs objectifs.

Sur le même thème, un Groupe de travail a recommandé la création d'un système commun fédéral-provincial-territorial d'évaluation pour surveiller de façon constante l'efficacité des programmes du marché du travail. D'autres groupes du travail ont suggéré que la nouvelle Commission nationale de la formation procède à des examens périodiques de programme.

[1]Tous les membres des Groupes de travail et la plupart des participants aux symposiums ont été nommés par les 12 organismes qui ont servi de groupes de coordination des consultations. Ces groupes sont le Congrès du Travail du Canada, la Fédération canadienne du Travail, la Confédération des syndicats nationaux, l'Association des manufacturiers canadiens, la Chambre de commerce du Canada, le Conseil du patronat du Québec, le Conseil canadien des chefs d'entreprises, le Conseil canadien du commerce de détail, l'Association canadienne de la construction, le Conseil canadien de développement social, l'Association des universités et collèges du Canada, et le Congrès canadien pour la promotion des études chez la femme.

SECTION I
Travailleurs âgés

DOCUMENT DE TRAVAIL

INTRODUCTION

Le présent document de fond a pour objectif de donner un aperçu global de la question des travailleurs âgés. Le document comporte quatre sections. Dans la première, on examine les caractéristiques économiques des travailleurs âgés. La deuxième étudie les barrières auxquelles se heurtent les travailleurs âgés sur le marché du travail.

Dans la troisième section, on trouvera un bref aperçu des programmes actuels qui desservent les besoins des travailleurs âgés - le Programme d'adaptation pour les travailleurs âgés (PATA) de Travail Canada, qui assure un soutien du revenu aux travailleurs mis à pied de façon permanente, le Service d'aide à l'adaptation de l'industrie, et les programmes de Planification de l'emploi, en particulier celui du Développement de l'emploi.

A la section quatre, on inventorie les politiques et les programmes dont bénéficient les travailleurs âgés dans d'autres pays industrialisés.

CARACTÉRISTIQUES DES TRAVAILLEURS AGÉS

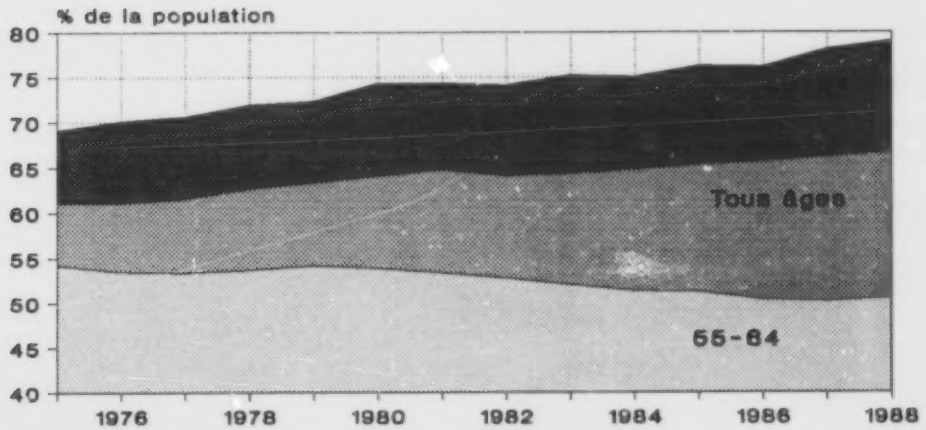
La situation de l'emploi à l'égard des travailleurs âgés a mis beaucoup de temps à se rétablir depuis la récession de 1981-1982. Bien que le taux global de chômage des travailleurs âgés de 45 ans et plus soit sensiblement plus bas que la moyenne, la difficulté qu'éprouvent les travailleurs âgés à trouver un nouvel emploi se traduit par des périodes de chômage de longue durée. Bien que l'âge ne soit pas la seule cause de ces longues périodes de chômage, le fait qu'il reste relativement peu d'années à faire partie de la population active, et le peu de compétences en demande, les niveaux peu élevés d'instruction et le parti pris des employeurs peuvent se conjuguer pour faire de la perte d'un emploi à partir d'un certain âge une expérience particulièrement difficile.

Dans les graphiques ci-après, on étudie l'évolution des caractéristiques de l'emploi des travailleurs âgés, en particulier l'évolution du taux d'activité, d'emploi indépendant et d'emploi à temps partiel; on y décrit brièvement la nature et les conséquences du chômage chez les travailleurs âgés, et l'on conclut en examinant la concentration des travailleurs âgés par industrie et par profession.

Taux d'activité

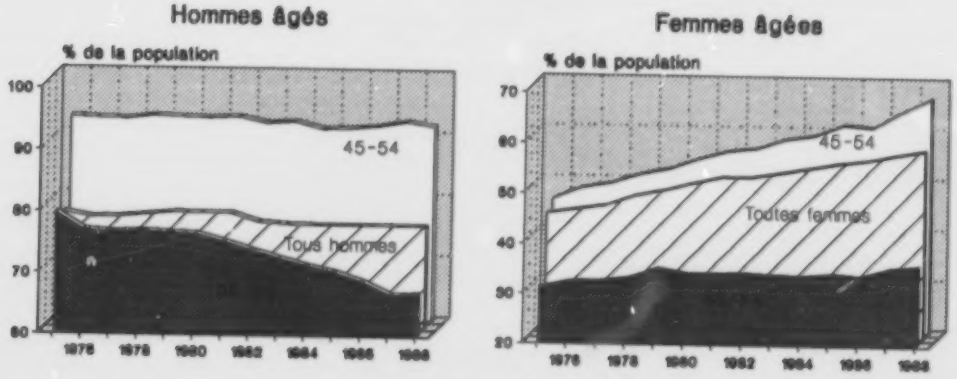
Le graphique 1 illustre l'évolution récente du taux d'activité des travailleurs âgés. Près de 80 % des personnes âgées de 45 à 54 ans étaient actifs en 1988, ce qui représente une augmentation de 10 points depuis 1975. A l'heure actuelle, les 2,1 millions de travailleurs âgés de 45 à 54 ans constituent près de 16 % de la population active du Canada. Par opposition, le taux d'activité des personnes âgées de 55 à 64 ans a sensiblement diminué ces dix dernières années, pour tomber un peu en-des-

Graphique 1
Taux d'activé dans la population active
Canadiens âgés, 1975-1988



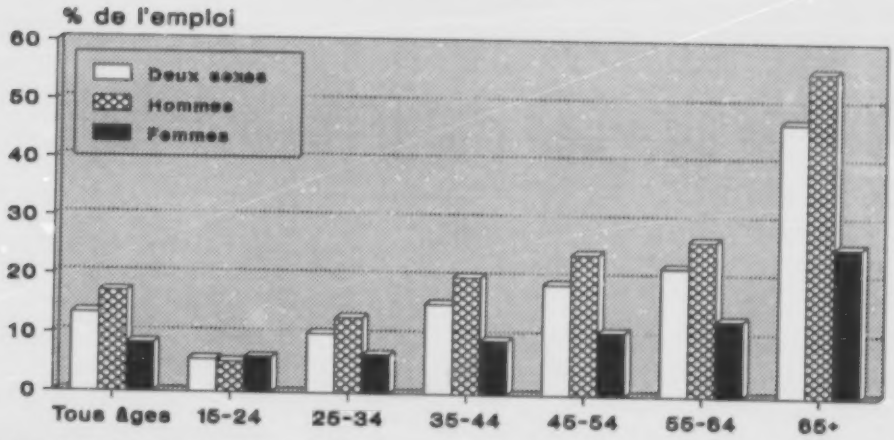
Source: Moyennes annuelles de la population active, Statistique Canada.

Graphique 2
Taux d'acivité dans la population active 1975-1988



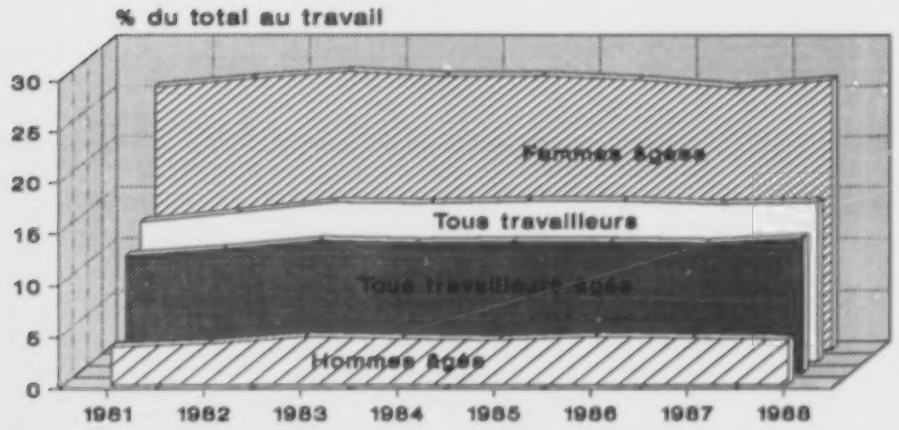
Source: Moyennes annuelles de la population active, Statistique Canada.

Graphique 3
Les travailleurs autonomes au Canada, par groupe d'âge, 1986



Source: Les Canadiens entreprenants, Statistique Canada.

Graphique 4
Fréquence du travail à temps partiel
Travailleurs âgés, 1981-1988



Source: Moyennes annuelles de la population active, Statistique Canada.

sus de 50 % en 1988. Bien qu'il y ait eu une augmentation de 20 % des travailleurs depuis 1975, dont le nombre atteint 1,2 million, la part actuelle de la population active prise par les travailleurs âgés de 54 à 64 ans est de 8,8 %, en diminution par rapport aux 10,1 % de 1975.

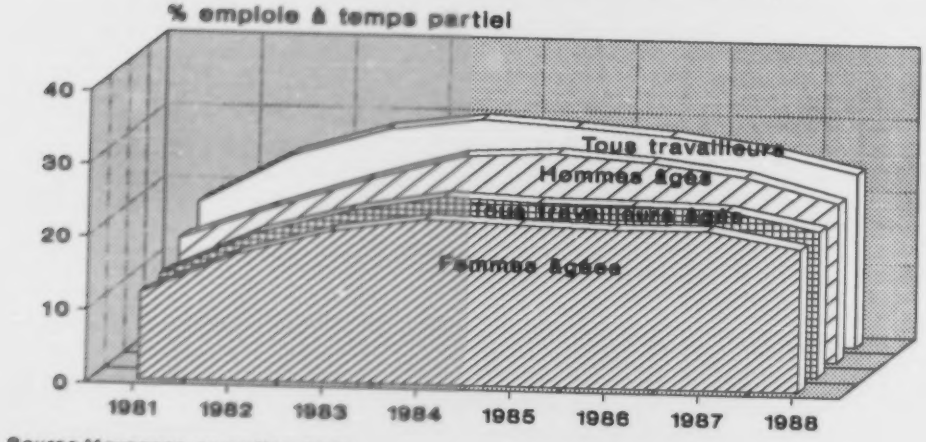
Le graphique 2 (voir page 15) fait ressortir les déplacements substantiels qui sont à l'origine de cette évolution générale des taux d'activité. Dans la partie à gauche, on voit que, bien que le taux d'activité des hommes âgés de 45 à 54 ans soit resté élevé, avec plus de 90 %, le taux d'activité des hommes de 55 à 64 ans a subi une chute brutale. Un tiers des hommes âgés de 55 à 64 ans s'étaient retirés de la population active en 1988, alors qu'en 1975, cela n'était le cas que pour un sur cinq. Bien qu'une partie de la baisse des taux d'activité chez les hommes soit sans aucun doute attribuable aux incitations à une retraite anticipée, il y a de fortes chances pour qu'elle soit en partie due à la diminution des débouchés d'emploi pour les travailleurs âgés.

La partie à droite du graphique 2 montre que les travailleuses âgées ont contribué à la forte augmentation du taux global d'activité des femmes. La totalité de l'augmentation du taux d'activité des personnes âgées de 45 à 54 ans, démontré au graphique 1, peut être attribuée aux taux d'activité croissant des femmes dans cette catégorie d'âge. Pour celles âgées de 55 à 64 ans, les taux d'activité des femmes ont aussi augmentés mais à un rythme moindre que le taux d'activité féminine global.

Activité indépendante

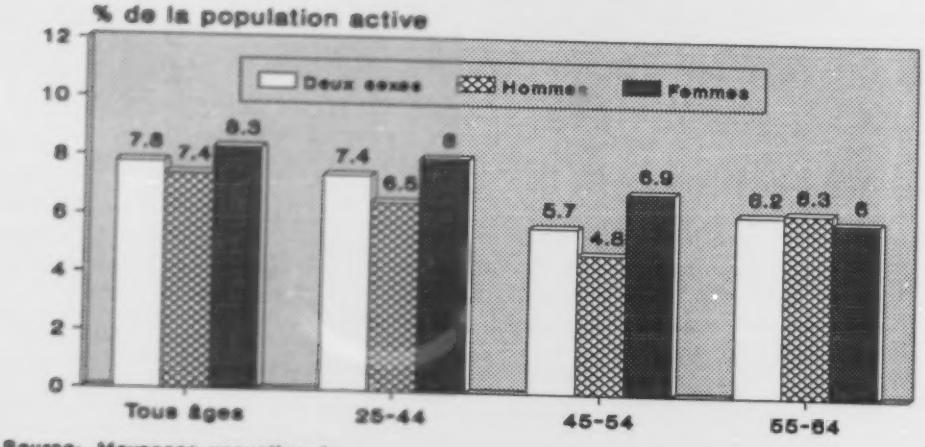
La graphique 3 (voir page 15) indique que les travailleurs âgés ont beaucoup plus de chances d'avoir une activité indépendante que les travailleurs plus jeunes, et que près de la moitié des personnes âgées de 65 ans et plus qui restent dans la population active sont des travailleurs indépendants. En outre, le poids de l'activité indépendante a augmenté d'année en année : il atteint 13,4 % de l'emploi global en 1986, alors qu'il était de 12,2 % en 1980, mais il augmente plus vite parmi les travailleurs âgés. Pour les personnes âgées de 45 à 54 ans, l'activité indépendante a atteint 18,8 % de l'emploi en 1986, en augmentation par rapport aux 16,9 % de 1980. On constate une croissance encore plus

Graphique 5
Travailleurs âgés à temps partiel
À la recherche d'un emploi à temps plein



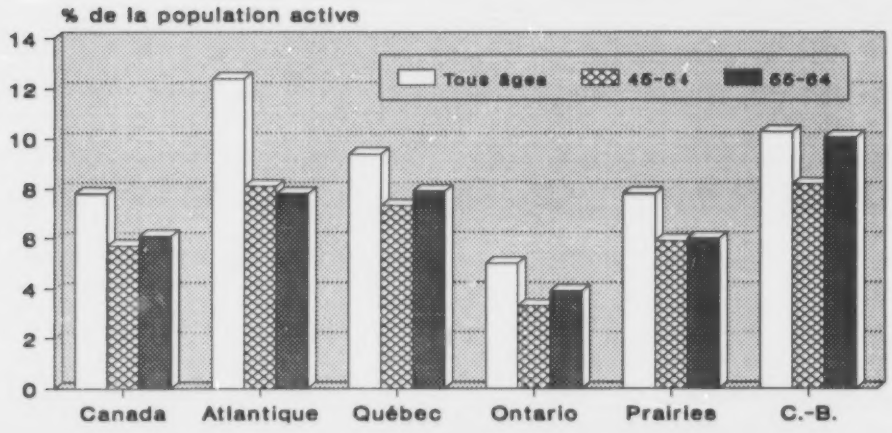
Source:Moyennes annuelles de la population active, Statistiques Canada.

Graphique 6
Taux de chômage en 1988
selon l'âge et le sexe



Source: Moyennes annuelles de la population active, Statistique Canada

Graphique 7
Taux de chômage chez les travailleurs âgés par région, 1988



Source: Moyennes annuelles de la population active, Statistique Canada

vigoureuse de l'activité indépendante de la part des personnes âgées de 55 à 64 ans, leur taux montant à 21,8 % en 1986, alors qu'il avait été de 18,2 % en 1980.

La partie inférieure du graphique fait ressortir que près de 42 % des travailleurs indépendants au Canada ont 45 ans ou davantage, bien que ce groupe ne représente que 25 % de l'ensemble de la population active. Au tableau 1 (voir Annexe 1), on trouvera des détails supplémentaires sur l'activité indépendante au Canada en 1986, avec des données sur l'activité économique par âge, sexe, région et niveau d'instruction.

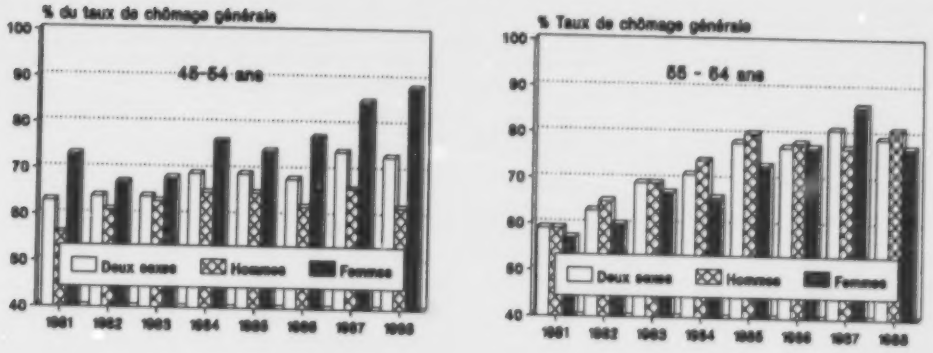
Emploi à temps partiel

Le graphique 4 (voir page 16) montre que l'importance du travail à temps partiel chez les travailleurs plus âgés a légèrement augmenté, pour passer de 11,4 % en 1981 à 13,1 % en 1988, et que la totalité de cette augmentation a eu lieu au cours de la dernière récession. Le graphique 5 (voir page 17) fait ressortir qu'environ 20 % des travailleurs âgés occupés à temps partiel préféreraient travailler à temps plein, ce qui est une augmentation à partir des 12 % de travailleurs à temps partiel de 1981, mais en baisse par rapport au sommet de 24 % constaté en 1984. Au cours de la même période, la part totale des travailleurs à temps partiel qui auraient préféré travailler à plein temps a augmenté pour passer de 18 % à 24 %, et pour culminer à 30 % en 1984.

Chômage

Le graphique 6 (voir page 17) donne les taux de chômage pour les travailleurs âgés en 1988. Le taux de chômage chez les travailleurs âgés des deux sexes a été sensiblement inférieur à la moyenne nationale de 7,8 %. Le taux de chômage chez les travailleurs âgés était sensiblement plus élevé, avec 6,3 %, dans le cas des personnes âgées de 55 à 64 ans, que le taux de 4,8 % constaté chez les personnes âgées de 45 à 54 ans. Pour les travailleuses âgées, le taux de chômage a, dans les faits, diminué pour passer de 6,9 % chez les femmes âgées de 45 à 54 ans, à 6 % pour celles qui étaient âgées de 55 à 64 ans. Il faut noter, cependant, que le taux d'activité recule de 67 % chez les femmes âgées de 45 à 54 ans à 36 %

Graphique 8
Taux de chômage chez les travailleurs âgés par rapport au taux de chômage générale



Source: Moyennes annuelles de la population active Statistique Canada.

pour celles qui sont âgées de 55 à 64 ans, ce qui permet de penser qu'une partie au moins de la baisse des taux de chômage peut être due au retrait de la population active.

Le graphique 7 (voir page 18) indique le taux de chômage par région des travailleurs âgés. La courbe des taux de chômage relativement bas pour les travailleurs âgés se vérifie dans toutes les régions sauf en Colombie-Britannique, où le taux de chômage de 10,1 % chez les travailleurs âgés de 55 à 64 ans est pratiquement le même que celui du reste de la population.[1]

On voit au graphique 8 que, malgré des taux de chômage relativement bas chez les travailleurs âgés, l'écart entre les taux constatés pour les travailleurs âgés et plus jeunes n'a cessé de s'amenuiser dans le temps, en particulier en ce qui concerne les personnes âgées de 55 à 64 ans. Pour établir le taux de chômage relatif, on divise le taux de chômage chez les travailleurs âgés par le taux de chômage global.

Du côté gauche, on voit que les travailleurs âgés de 45 à 54 ans se caractérisent actuellement par un taux de chômage qui atteint 73 % de celui de la population active, en augmentation par rapport aux 63 % constatés en 1981. Une grande partie de l'augmentation provient de la progression du taux de chômage chez les femmes âgées de 45 à 64 ans.

Du côté droit du graphique 8, on constate une augmentation encore plus spectaculaire des taux relatifs de chômage chez les travailleurs âgés de 55 à 64 ans. À partir d'un taux de chômage inférieur à 60 % de la moyenne nationale en 1981, les taux ont atteint près de 80 % du taux moyen en 1988. L'augmentation relative est répartie entre les travailleurs âgés des deux sexes, et démontre à la fois combien la récession frappe plus durement les travailleurs âgés, et que les travailleurs âgés ont mis beaucoup de temps à se remettre du choc.

Les tendances au graphique 8 démontrent clairement l'impact de la récession et de la restructuration économique continue sur le statut des travailleurs âgés. Il est vrai que le taux de chômage chez les travailleurs âgés est relativement bas, mais les tendances actuelles suggèrent que cet écart va disparaître rapidement. Si ces tendances continuent, on s'attend à ce que le taux de chômage chez

les travailleurs âgés s'approche de celui de la population active totale.

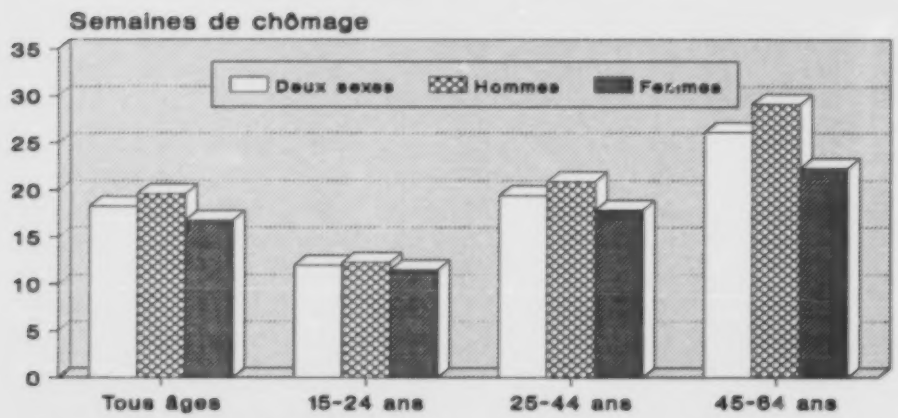
Le graphique 9 permet de découvrir que les travailleurs âgés qui deviennent chômeurs le restent en général plus longtemps que les travailleurs plus jeunes. Les travailleurs âgés qui deviennent chômeurs restent en moyenne en chômage plus de deux fois plus longtemps que les jeunes travailleurs, et près de 50 % plus longtemps que ceux qui sont âgés de 25 à 44 ans.

Au graphique 10, (voir page 21) on voit que la fréquence du chômage de longue durée a augmenté chez tous les groupes d'âge au cours de la dernière récession, et que la fréquence du chômage de longue durée continue d'être la plus élevée parmi les chômeurs âgés. La proportion du chômage de longue durée, c'est-à-dire durant six mois ou plus, est désormais tombée en-dessous du niveau où il était avant la récession en ce qui concerne les plus jeunes (de 15 à 24 ans), où il s'établit à un pour dix chômeurs, mais dans le cas des travailleurs âgés, un chômeur sur trois l'était depuis six mois ou davantage, alors qu'en 1981, il y avait moins d'un chômeur sur quatre dans la catégorie des travailleurs âgés.

Le graphique 11 (voir page 21) indique la moyenne des chômeurs de longue durée depuis 1981 par groupe d'âge, et la ventilation du chômage de longue durée parmi les grands groupes d'âge. La plus grande partie des chômeurs de longue durée se trouve dans ce groupe d'âge de 25 à 44 ans, mais ce nombre est en déclin depuis 1983. Le nombre de chômeurs de longue durée dans le groupe d'âge de 45 à 64 ans a augmenté d'une façon importante jusqu'à 1985 et a à peine diminué depuis cette année.

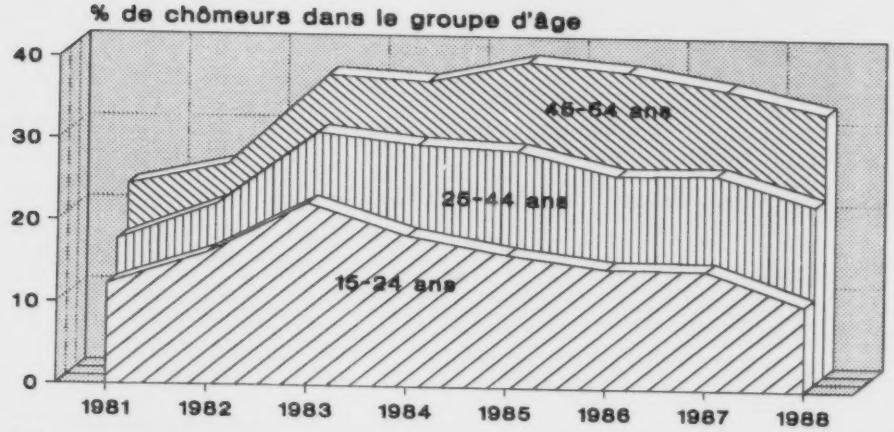
Le graphique 12 (voir page 22) illustre les différences qui caractérisent les taux de départ chez les travailleurs pour divers groupes d'âge en s'attachant aux motifs de départ d'emplois détenus depuis un an au moins. Les taux de rotation sont beaucoup plus élevés pour les groupes d'âge les plus jeunes, mais la plupart des taux plus élevés proviennent de départs pour raisons personnelles (par exemple, le retour à l'école et les congés de maternité), ainsi que des démissions (ce qui inclut les changements d'emploi).

Graphique 9
Durée moyenne du chômage selon le sexe et l'âge, 1988



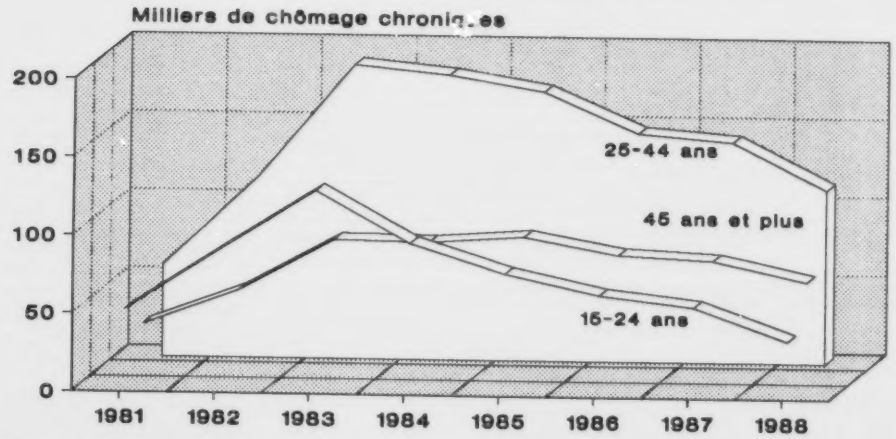
Nota: La durée représente la longueur moyenne des périodes de chômage incomplètes.
Source: Moyennes annuelles de la population, Statistics Canada.

Graphique 10
Part des chômeurs chroniques parmi les chômeurs selon le group d'âge, 1981-1988



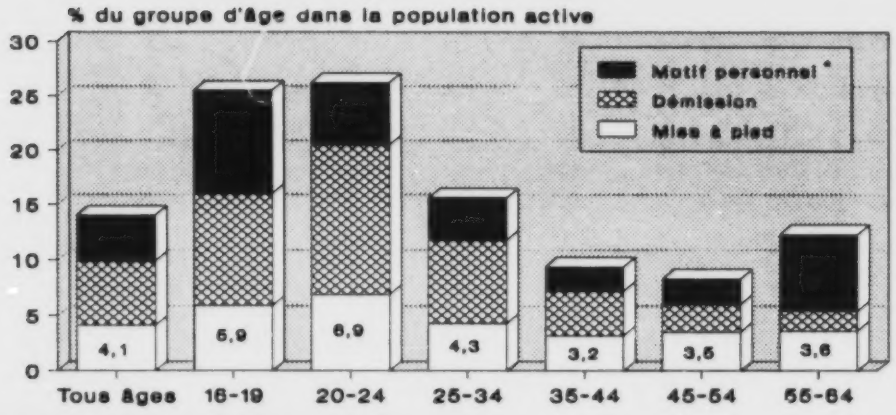
Source: Moyennes annuelles de la population, Statistique Canada.

Graphique 11
Chômage chronique, 1981-1988
Nombre de chômeurs chroniques



Source: Moyennes annuelles de la population active, Statistique Canada.

Graphique 12
Cessations d'emploi à long terme
par groupe d'âge, 1986



Nota: Les données s'appliquent aux travailleurs qui avaient au moins un an d'ancienneté.
Source: Enquête sur l'activité, Statistics Canada.

* y compris la retraite

Ce qui, toutefois, a peut-être le plus de signification, c'est que la protection contre la mise à pied (le départ involontaire) dont on bénéficie en raison de l'âge semble culminer pour le groupe d'âge de 35 à 44 ans, puis diminue effectivement quelque peu. Les travailleurs âgés ne bénéficient d'aucune protection supplémentaire contre la mise à pied par rapport à beaucoup de travailleurs dans la force de l'âge; en réalité, ils risquent peut-être davantage d'être mis à pied que certains travailleurs des groupes plus jeunes. L'une des explications de ce phénomène pourrait être que les travailleurs âgés constituent une proportion relativement importante des travailleurs des industries où se produit le gros des fermetures d'usine.

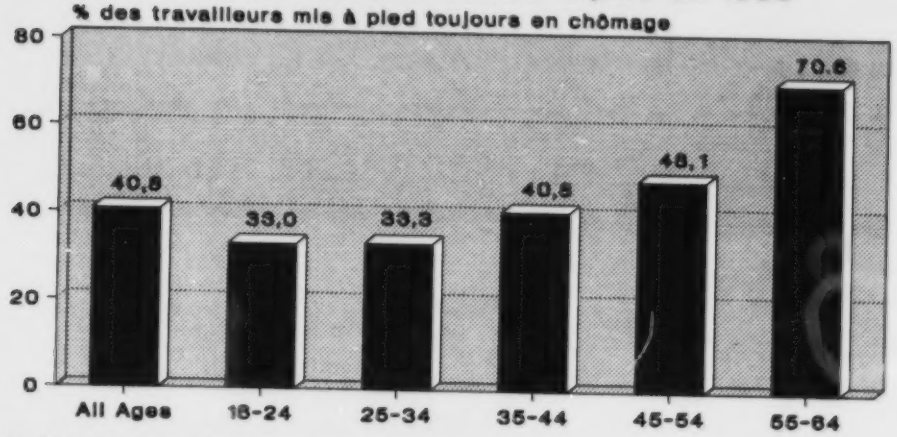
Le manque relatif de protection contre la mise à pied à l'égard des travailleurs âgés est préoccupant, du fait des taux extrêmement élevés de chômage parmi les travailleurs âgés mis à pied. Au graphique 13, (voir page 23) on voit les taux de chômage en janvier 1987 chez les travailleurs ayant été mis à pied de façon permanente à un moment quelconque de 1986. Les taux augmentent avec l'âge, pour atteindre 48 % pour le groupe des personnes âgées de 45 à 54 ans, et le niveau effarant de 71 % pour le groupe d'âge de 55 à 64 ans.

Instruction et alphabétisation

Une économie en mutation rapide donne un avantage aux travailleurs qui sont capables de s'ajuster aux nouvelles normes de travail et aux nouvelles technologies. Les niveaux d'instruction et d'alphabétisation servent d'indicateurs de la capacité des travailleurs de s'adapter. Les travailleurs peu instruits tendent à perdre leur emploi plus souvent et ont plus de difficulté à trouver un nouvel emploi une fois qu'ils sont en chômage. Le graphique 14 montre que près du quart des travailleurs âgés de 45 ans ou plus ont moins de neuf ans de scolarité, par comparaison à moins de 6 % dans le cas des travailleurs âgés de 25 à 44 ans. Bien que l'expérience et le développement des compétences peuvent souvent être des substituts de l'éducation formelle, le marché de travail préfère des diplômes et des certificats comme indicateur de niveau de compétences et de capacité.

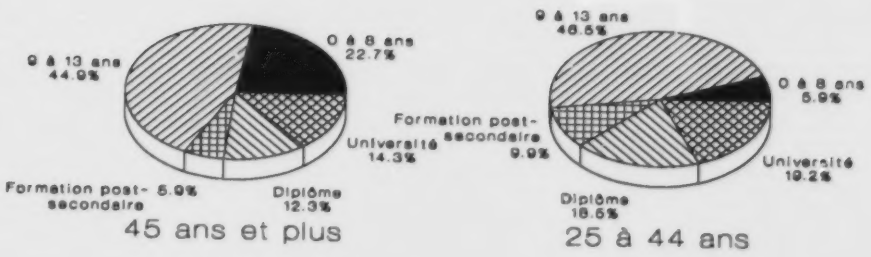
Le graphique 14 (voir page 23) montre les niveaux d'instruction chez la population active. Pourtant

Graphique 13
Taux de chômage en janvier 1987 chez les travailleurs mis à pied en 1986



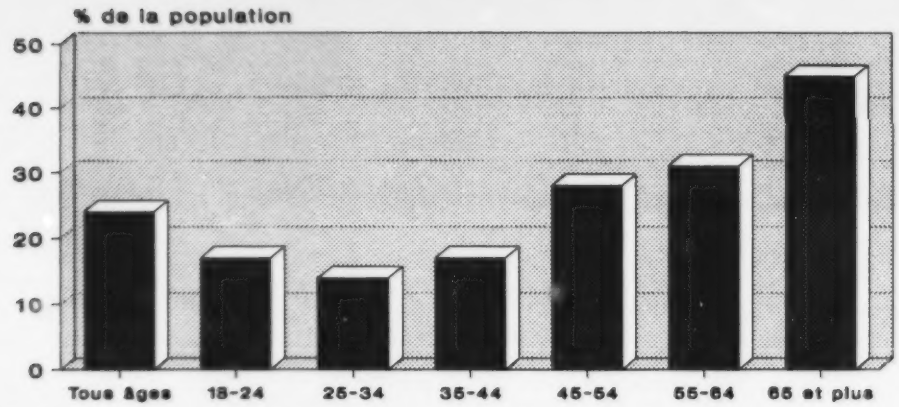
Nota: Les données s'appliquent aux travailleurs qui avaient au moins un an d'ancienneté
Source: Enquête sur l'activité, Statistiques Canada.

Graphique 14
Scolarité de la population active Travailleurs âgés et jeunes, 1988



Source: Moyennes annuelles de la population, Statistique Canada.

Graphique 15
Fréquence de l'analphabétisme au Canada, selon le groupe d'âge, 1987



Source: "Literacy in Canada, A Research Report," préparé pour Southam News par The Creative Research Group, 1987.

une perspective plus large des prospectives d'emploi de la population de 45 ans et plus peut être obtenu en examinant les niveaux d'instruction de la population totale. Ceci comprend tous ceux qui peuvent vouloir entrer ou réentrer la population active. On trouvera au tableau 2 (voir Annexe 1) le niveau d'instruction de la population canadienne en âge de travailler pour 1975, 1981 et 1987.

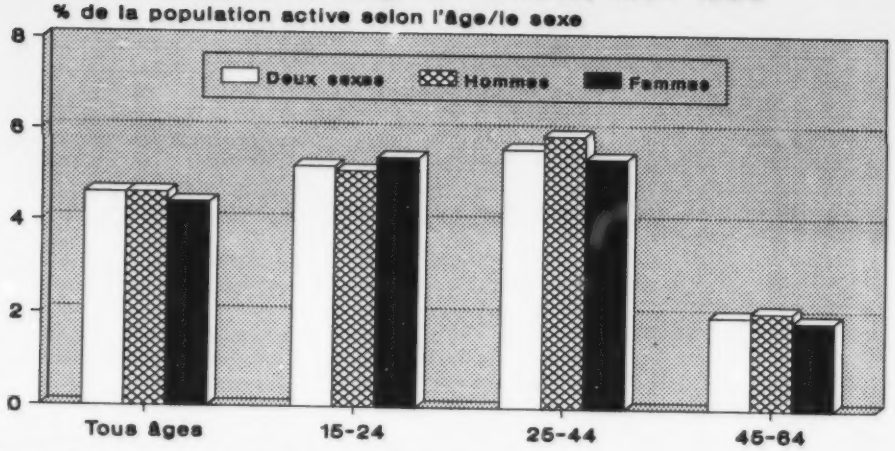
Bien que le niveau d'instruction atteint augmente constamment d'une année à l'autre pour tous les groupes d'âge, les niveaux très bas d'instruction chez les travailleurs âgés poseront vraisemblablement des problèmes pendant plusieurs dizaines d'années. La proportion des personnes âgées de 45 à 54 ans n'ayant qu'une instruction du niveau de l'école élémentaire est tombée de 36 à 24 % depuis 1975, et chez les personnes âgées de 55 à 64 ans, cette proportion est désormais tombée à 35 %, alors qu'elle avait été de 45 % en 1975. Mais ces taux sont toujours bien supérieurs à ceux des personnes âgées de 15 à 44 ans, dont seul 7 % ont moins de neuf ans de scolarité. Les personnes de 45 ans et plus qui veulent entrer ou réentrer la population active peuvent faire face à de sérieuses difficultés pour trouver un poste, malgré des améliorations récentes en ce qui concerne le niveau d'instruction de ce groupe d'âge.

Les niveaux bas d'instruction chez les travailleurs âgés se manifestent par les taux d'analphabétisation supérieurs à la moyenne chez les personnes de 45 ans et plus. Le graphique 15 montre que le taux d'analphabétisme augmente avec l'âge : 28 % des personnes âgées de 45 à 54 ans, et 31 % des personnes âgées de 55 à 64 ans sont fondamentalement illettrées ou analphabètes, selon la définition de l'étude sur l'analphabétisme de Southam de 1987. Ces taux d'analphabétisme sont près de deux fois plus élevés que ceux des groupes d'âge plus jeunes. La conjonction d'un bas niveau d'instruction, d'analphabétisme, de l'âge et de la perte permanente de l'emploi semble entraîner des taux exceptionnellement élevés de chômage.

Mobilité

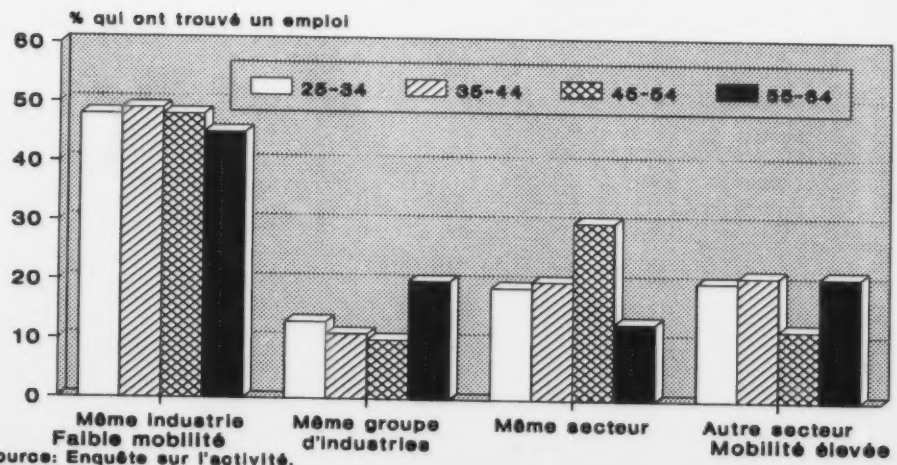
Il est vraisemblable que les taux de mobilité géographique, industrielle et professionnelle plus bas contribuent à la durée des périodes de chômage chez les travailleurs âgés. Le graphique 16 (voir

Graphique 16
Mobilité interprovinciale selon le groupe d'âge et le sexe, 1981-1986



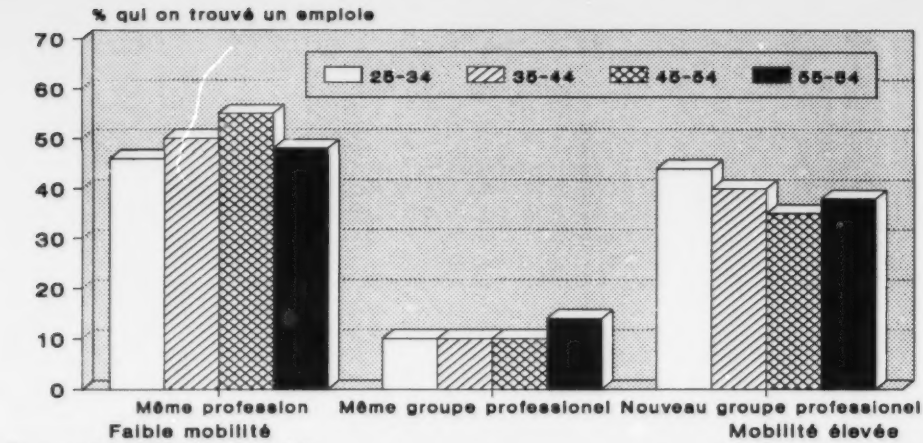
Source: Recensement du Canada de 1986, Statistique Canada.

Graphique 17
Mobilité dans l'industrie selon le groupe d'âge, 1986



Source: Enquête sur l'activité, Statistique Canada.

Graphique 18
Mobilité professionelles selon le groupe d'âge



Source: Enquête sur l'activité
Statistique Canada.

page 25) fait ressortir que, d'après le recensement du Canada de 1986, un nombre relativement peu élevé de travailleurs âgés avaient changé de province de résidence depuis 1981.

Les graphiques 17 et 18 (voir page 25 et 26) indiquent les taux de mobilité industrielle et professionnelle chez les personnes ayant été au moins un an dans leur ancien emploi et ayant trouvé un nouvel emploi à un moment donné en 1986. Il est loin d'être prouvé que l'âge en tant que tel constitue un empêchement à se trouver un emploi dans une profession ou une industrie différentes. Si les travailleurs âgés étaient moins mobiles que les autres, ils seraient davantage susceptibles que les autres de ne se trouver de l'emploi que dans leur industrie et profession d'origine.

Il est extrêmement important, par contre, de se souvenir de ce ue ces taux de mobilité ne s'appliquent qu'aux personnes qui ont réussi à se trouver un nouvel emploi, et la leçon la plus vraisemblable qu'on puisse en tirer, c'est que la mobilité constitue une clé permettant de trouver un nouvel emploi. Les travailleurs qui n'ont pas les compétences ou l'adaptabilité qui leur permet de se diriger vers de nouvelles industries ou professions sont selon toute vraisemblance ceux qui produisent les taux de chômage extrêmement élevés chez les travailleurs âgés mis à pied.

Industrie et profession

Le graphique 19 (voir page 27) montre la concentration des travailleurs âgés dans l'ensemble des industries et des professions. Les travailleurs dans les secteurs où le niveau de connaissance est bas et l'emploi est en déclin auront plus de difficultés à s'ajuster aux changements. Les industries et les professions qui utilisent beaucoup de travailleurs ayant des niveaux d'instruction bas et dans lesquelles les travailleurs âgés sont sous-représentés peuvent avoir des problèmes particuliers en ce qui concerne la dislocation.

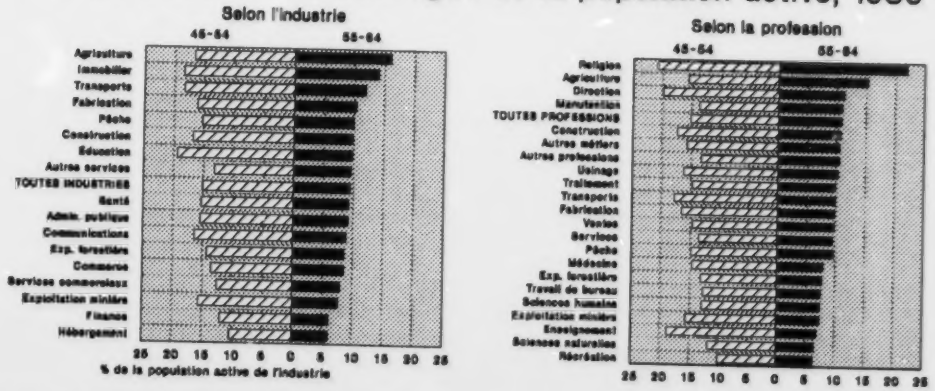
Les transports, la construction, l'agriculture, l'industrie manufacturière, les mines et la pêche peuvent générer un nombre important de travailleurs déplacés sans espoir de regagner un poste si l'on ne développe pas de programmes spéciaux. Les professions où l'on exige peu d'instruction et qui comportent de fortes proportions de travailleurs âgés sont celles des transports, du bâtiment, de la

fabrication, de l'usinage, des autres métiers, des mines et de l'agriculture. La poursuite ou l'avènement d'une crise dans ces industries et ces professions pourrait amener des problèmes encore plus graves chez les travailleurs âgés.

Résumé

Ce bref aperçu des caractéristiques de l'emploi et du chômage chez les travailleurs âgés permet de penser que l'âge et les bas niveaux d'instruction, conjugués à la perte d'un emploi, se traduisent par de dures épreuves à l'égard d'un nombre relativement peu élevé de travailleurs âgés en chômage. En moyenne, il y avait chaque mois de 1988 62 000 travailleurs âgés en chômage depuis six mois ou plus, dont 28 000 étaient chômeurs depuis plus d'un an. Ces travailleurs ne représentent que 6 % de la moyenne mensuelle des chômeurs en 1988.

Graphique 19
La part des travailleurs âgés de la population active, 1986



Source: Recensement du Canada de 1986
Statistique Canada.

BARRIÈRES AUXQUELLES LES TRAVAILLEURS ÂGÉS SE HEURTENT SUR LE MARCHÉ DU TRAVAIL

Les travailleurs âgés trouvent devant eux diverses barrières uniques dans le marché du travail, et font souvent face à de graves difficultés lorsqu'ils cherchent un nouvel emploi. A vrai dire, un grand nombre d'entre eux ne se sont jamais remis de la récession mondiale du début des années 1980. Les travailleurs âgés occupés doivent également faire souvent face à des barrières en matière d'avancement, de formation et de perfectionnement professionnel. La présente section du document résume ces différentes barrières, et souligne le besoin de mesures en vue d'aider les travailleurs âgés déplacés à réintégrer la population active.

Barrières à l'emploi ou au réemploi des travailleurs âgés

Manque de compétences en recherche d'emploi

L'un des obstacles répandus à l'emploi ou au réemploi de travailleurs âgés est qu'ils manquent souvent d'aptitudes à la recherche d'emploi. Les travailleurs âgés ont souvent passé de longues années dans la population active - souvent chez le même employeur. Ils ont peu eu besoin d'affiner leurs aptitudes à la recherche d'un emploi, et sont donc souvent mal préparés à la réussite dans le marché du travail que nous connaissons aujourd'hui. Une étude récente des méthodes de recherche d'emploi des chômeurs vient confirmer ce fait.[2] Les chômeurs âgés ont tendance à se restreindre davantage que leurs collègues plus jeunes dans leur stratégie de recherche d'emploi, et recourent moins souvent aux agences publiques d'emplois et aux petites annonces. Simultanément, ils sont moins susceptibles de se mettre directement en rapport avec des employeurs pour connaître des débouchés possibles d'emploi.

Obsolescence des connaissances/niveau d'instruction plus bas

L'une des barrières les plus importantes auxquelles les travailleurs âgés font face dans le marché du travail, c'est qu'il arrive souvent qu'ils n'aient pas de compétences, ou que les compétences qu'ils possèdent ne sont plus demandées. Cela vient de ce qu'ils se concentrent généralement dans des industries en déclin, telles que la construction navale ou l'agriculture. Les fortes surcapacités qui existent dans les industries traditionnelles influent donc de façon importante sur les travailleurs âgés, les travailleurs de ces industries n'étant souvent pas en possession des compétences qui leur permettraient de profiter de débouchés dans les nouveaux secteurs de croissance de l'économie - tels que l'enseignement, les soins de santé, les finances, les assurances, l'immobilier et les services aux entreprises.

La croissance rapide de ces secteurs a fortement augmenté le nombre des postes de direction et professionnels, qui exigent des niveaux d'instruction plus élevés de même qu'une vaste gamme de compétences plus spécifiques. Cependant, même les emplois relativement peu payés dans les services deviennent de plus en plus complexes et nécessitent davantage d'aptitudes à compter, lire et écrire, et de compétences techniques. Désormais, un grand nombre de nouveaux emplois exigent que l'on soit au minimum initié à la technologie informatique. Il n'est pas surprenant que les travailleurs âgés constituent une partie disproportionnée et croissante des chômeurs à long terme.

Le fait que les compétences d'un grand nombre de travailleurs âgés ne soient pas en demande est exacerbé par ce que les travailleurs âgés possèdent en général des niveaux plus bas d'instruction scolaire, barrière importante à l'emploi dans certains cas. La fréquence de l'analphabétisme est également beaucoup plus forte chez les travailleurs âgés. Ils sont donc souvent moins recherchés de la part des employeurs potentiels que les travailleurs plus jeunes, mieux instruits.

Manque de mobilité géographique

Les travailleurs âgés ayant passé plusieurs années dans une ville ou une région en particulier sont souvent moins disposés que d'autres à déménager pour chercher du travail dans un autre endroit du pays. En partie, il s'agit là d'un désir compréhensible de rester près de leur famille et de leurs amis. Les travailleurs âgés dans de petites localités font, toutefois, souvent face à des difficultés particulières du fait que la fermeture d'une usine ou des réductions d'effectif de la part du grand employeur peuvent avoir des effets considérables sur la valeur des habitations. La baisse des prix des maisons affecte la mobilité de tous les travailleurs. Les travailleurs âgés sont plus aptes à avoir fini de payer leurs maisons et donc ils souffrent plus de pertes en vendant.

Les prix des habitations, dans les régions à fort taux d'emplois, sont élevés et les prêteurs sont plus hésitants à consentir des hypothèques à long-terme à ceux qui n'ont que peu d'années à travailler.Ce fait réduit leur capacité d'acheter une maison dans une nouvelle communauté. En outre, ceux qui ont déménagé vers de nouveaux endroits à la recherche d'un emploi s'aperçoivent souvent que les employeurs y préfèrent embaucher des travailleurs locaux.[3]

Stéréotypes négatifs

Les stéréotypes négatifs de la part des employeurs et de la société dans son ensemble peuvent également avoir pour conséquence de limiter les possibilités d'emploi des travailleurs âgés. L'un des stéréotypes les plus répandus est celui que les travailleurs âgés seraient moins productifs que des employés plus jeunes, car l'on pense souvent que les possibilités de rendement des travailleurs déclinent avec l'âge. La recherche dans ce domaine est toutefois presque unanime à conclure que l'âge chronologique constitue «un piètre facteur de prévision du rendement et un piètre critère de décision en matière de personnel.»[4]

Il se produit effectivement certaines diminutions de l'aptitude au rendement avec l'âge, mais les travailleurs âgés sont généralement en mesure de les compenser par leur expérience et leur discernement. En outre, les effets les plus significatifs de l'âge n'apparaissent normalement pas avant une période beaucoup plus tardive de la vie, moment auquel la plupart ont quitté la population active.

Un autre sentiment très répandu chez les employeurs est que les travailleurs âgés risquent davantage de souffrir de problèmes de santé et posent un risque plus grand d'accident du travail. Dans ce domaine, la réalité est diverse. Le risque que les travailleurs âgés soient absents du travail pour cause de maladie est plus fort que pour les travailleurs plus jeunes. Toutefois, il y a en général moins de risques qu'ils soient impliqués dans des accidents (bien qu'ils soient généralement en invalidité plus longtemps lorsqu'ils ont effectivement un accident).

Les attitudes négatives au sujet des travailleurs âgés, il faut le noter, n'existent pas seulement chez les employeurs. On les retrouve également chez les conseillers à l'emploi et les agents de placement du gouvernement. Dans une étude, par exemple, on a constaté que les travailleurs âgés en chômage considéraient souvent qu'ils avaient été assujettis à des attitudes négatives de la part des employeurs au sujet des travailleurs âgés, et que des attitudes analogues se retrouvaient manifestement dans les Centres d'emploi du Canada.[5]

Manque de régimes de travail souples

Le manque de souplesse dans les régimes de travail peut également constituer une barrière à l'emploi de travailleurs âgés. Les recherches font, par exemple, ressortir que les travailleurs âgés et les retraités s'intéressent particulièrement à des options de travail à temps partiel et de retraite progressive,[6] de même qu'à des horaires de travail souples, au partage de l'emploi et à des semaines comprimées.

Les structures existantes en matière d'avantages sociaux et de politiques de retraite ne sont, toutefois, peut-être pas en mesure de tenir compte de ces options sans perte financière considérable pour le travailleur âgé. Le manque de sensibilité aux besoins spéciaux des travailleurs âgés dans le domaine de la conception des emplois et de leur modification peut lui aussi limiter très réellement leurs possibilités d'emploi. On pourrait, par exemple, rendre un grand nombre d'emplois dont les travailleurs âgés sont souvent exclus plus accessibles en procédant à des modifications relativement simples de la manière dont on les exécute.

Pressions sociales et politiques

Diverses pressions sociales et politiques peuvent également venir limiter les possibilités des travailleurs âgés dans le marché du travail. Face aux forts taux de chômage des jeunes ces quelques dernières années, par exemple, les gouvernements ont mis en place une gamme étendue de politiques et de programmes conçus en vue de créer de l'emploi pour les jeunes Canadiens. Lorsque ces programmes ont encouragé les employeurs à embaucher des jeunes, ils ont inévitablement découragé les possibilités d'emploi des travailleurs âgés. Simultanément, les travailleurs âgés ont dû faire face à de subtiles pressions sociales les encourageant à «s'écarter» afin d'ouvrir la voie au bénéfice des travailleurs plus jeunes.

Barrières à la formation des travailleurs âgés

Un grand nombre des barrières à l'emploi auxquelles les travailleurs âgés font face dans le marché du travail constituent également des barrières à la formation et au perfectionnement professionnel. Les travailleurs âgés dont les compétences sont passées de mode et qui n'ont, par exemple, que peu d'instruction scolaire, constituent souvent des candidats moins attrayants à des programmes de formation que les travailleurs plus jeunes, mieux instruits et ayant des compétences plus actuelles. Le manque de mobilité géographique les limite également dans bien des cas à des possibilités de formation dans leur propre localité. Par contre, les travailleurs âgés doivent également faire face à une diversité d'autres barrières se rapportant spécifiquement à la formation.

Période de récupération plus courte

Les employeurs sont peut-être moins disposés à investir dans la formation de travailleurs âgés que dans celle de travailleurs plus jeunes, la période pendant laquelle ils pourront récupérer les coûts en cause étant en général plus courte. En outre, les travailleurs âgés eux-mêmes hésitent souvent à risquer le coût de la formation, du fait de cette période plus courte de bénéfice que l'on en attend.

«L'aptitude à la formation» des travailleurs âgés

Il arrive que les employeurs mettent en doute l'aptitude des travailleurs âgés à acquérir de nouvelles compétences, ou le fait qu'ils soient disposés à suivre une formation en vue d'une mutation latérale. Pour beaucoup, on considère que les travailleurs plus jeunes dans les postes de débutant constituent le seul groupe où l'on peut puiser de futurs gestionnaires. Simultanément, on peut craindre que les travailleurs âgés qui ont été victimes de déplacement auront des problèmes plus importants de moral et de motivation, ou qu'ils auront du mal à recevoir des ordres de la part d'employés plus jeunes.

Méthodes de conception des programmes de formation

Souvent, les travailleurs âgés sont effectivement découragés de toute participation à des programmes de formation du fait que ces derniers sont souvent orientés vers les besoins et les aptitudes des travailleurs plus jeunes. C'est ce que permet de penser le fait que les travailleurs âgés sont sous-représentés dans les programmes de formation du gouvernement. À vrai dire, les travailleurs âgés (45 à 64 ans) ne représentent que 8 % de tous les participants des divers éléments du programme canadien de Planification de l'emploi, bien qu'ils constituent environ 25 % de la population active. Les programmes existants du gouvernement dirigent, par ex-

emple, fréquemment les travailleurs âgés vers des professions qui nécessitent une formation de longue haleine - formation qui peut ne pas être pratique étant donné l'âge du travailleur. En outre, les indemnités de formation à la disposition de ceux qui s'inscrivent à des programmes de formation sont souvent insuffisantes pour couvrir le coût de la vie.

Les techniques auxquelles les programmes de formation ont recours négligent également souvent de prendre en considération les besoins spéciaux des travailleurs âgés. Souvent, les programmes existants s'appuient sur des méthodes consistant à exposer et examiner, davantage adaptés aux travailleurs plus jeunes. On y insiste sur l'enseignement verbal, du type salle de cours, et sur des procédures d'examen qui donnent une grande importance à la mémorisation. Les travailleurs âgés, par contre, réagissent de façon plus efficace à des méthodes moins conventionnelles qui s'appuient sur un enseignement au rythme même de l'élève, non verbal, au cours duquel les stagiaires découvrent eux-mêmes comment les choses fonctionnent.

APERÇU DES PROGRAMMES FÉDÉRAUX POUR TRAVAILLEURS AGÉS

Actuellement, le seul programme fédéral du marché du travail qui s'adresse spécifiquement aux travailleurs âgés est le Programme d'adaptation pour les travailleurs âgés (PATA) de Travail Canada. Ce programme assure un soutien du revenu à un nombre limité de personnes âgées de 55 à 64 ans ayant été mises à pied de façon permanente. Bien entendu, les travailleurs âgés participent à tous les programmes (sauf aux programmes d'été destinés aux étudiants) du Programme canadien de planification de l'emploi (PE), mais il n'existe aucun programme qui soit conçu pour satisfaire leurs besoins particuliers. Les travailleurs âgés ne sont pas l'un des groupes cibles désignés (femmes, autochtones, minorités visibles et personnes handicapées). Les travailleurs âgés constituent également une grande partie de la clientèle du Service d'aide à l'adaptation industrielle (SAAI), bien que là aussi, le service ne comporte pas de critère d'admissibilité se rapportant à l'âge.

Programme d'adaptation pour les travailleurs âgés (PATA)

Le PATA est un programme fédéral-provincial à coûts partagés de maintien du revenu destiné à aider les travailleurs âgés qui comptent de nombreuses années de service et n'ont aucune perspective de retrouver un emploi à la suite de mises à pied permanentes d'envergure. Il a été adopté par la Chambre des communes le 20 juin 1989, quatre ans après avoir été annoncé au budget de mai 1985.

Les travailleurs de toutes les industries et toutes les régions qui sont frappés par une mise à pied permanente d'envergure qui se produit après le 1er janvier 1988 peuvent demander à bénéficier du PATA[7]. Un comité du PATA, constitué de fonctionnaires fédéraux et provinciaux, fait une première évaluation des mises à pied cas par cas, selon un certain nombre de facteurs : graves problèmes économiques dans la région; perte importante d'emplois dans l'industrie; grande importance des mises à pied par rapport à la taille de la localité; grande proportion des travailleurs âgés touchés; perte permanente d'emplois; absence de perspectives économiques de rechange; aucun espoir de réemploi; aucune perspective réaliste qu'un recyclage ou la mobilité ouvrirait des débouchés d'emploi.

Les mises à pied qui correspondent aux critères ci-dessus sont ensuite classées comme mises à pied désignées, et les travailleurs qui entrent dans cette catégorie ont la possibilité de devenir admissibles à des prestations. Pour les travailleurs effectivement admis au bénéfice des prestations, il faut qu'ils aient entre 55 et 64 ans au moment de la mise à pied; qu'ils aient participé à la population active 15 ans sur les 20 années précédentes, et qu'ils aient travaillé au minimum 750 heures par an; qu'ils ne s'offre à eux aucun emploi de rechange; et qu'il n'existe pas à leur égard de perspectives de réemploi par la formation ou la mobilité.

L'aide au revenu provenant du PATA se situe à mi-chemin entre les niveaux de l'aide sociale et de l'assurance-chômage, tout en restant par contre inférieure au niveau des prestations de l'ancien programme de soutien du revenu pour les travailleurs âgés (Prestations d'adaptation au travail). La prestation de base est déterminée par les circonstances de chaque mise à pied, et tient compte des niveaux des salaires et des avantages sociaux existants de l'entreprise et autres. Le niveau maximum d'aide au revenu est 1 102 $ par mois, 70 % du niveau maximum des prestations d'assurance-chômage. Les prestations sont versées jusqu'à l'âge de 65 ans. On a intégré au programme des mesures incitatives au travail. Il n'y a aucune diminution des prestations jusqu'à concurrence de 305 $

supplémentaires par mois. Au-delà de cette somme, on réduit les prestations d'une somme variant de 33,5 à 40 % pour chaque dollar supplémentaire gagné. Une fois que les niveaux des prestations des travailleurs âgés admissibles sont fixés, on utilise les contributions fédérales-provinciales à l'achat de rentes destinées aux prestataires du PATA auprès des institutions financières du secteur privé, qui administrent le programme.

Le gouvernement fédéral a attribué 150 millions de dollars au PATA jusqu'à la fin de l'année financière 1990-1991. Les dix gouvernements provinciaux ont tous donné leur accord à partager ces coûts sur la base de 70/30. Cela veut donc dire que, pour une contribution provinciale de 64 millions de dollars, on disposera au total de 214 millions de dollars. Si l'on évalue le coût initial par rente à 50 000 $ par an, on pourrait verser des prestations à 4 280 travailleurs au maximum.

On qualifie souvent ce genre de politique du marché de travail de passif, par opposition à une politique active du marché du travail qui s'efforce d'y réintégrer les travailleurs. Bien peu de gens nieraient la nécessité d'un certain type de maintien du revenu à long terme à l'égard des travailleurs âgés déplacés sous une autre forme que celle d'aide sociale. Par contre, certaines critiques ont été formulées au sujet de certains aspects du PATA. Voici quelques-uns de ces points :

- En 1988, 12 000 travailleurs âgés de 55 à 64 ans étaient en chômage depuis plus d'un an. Le nombre de personnes pouvant bénéficier du PATA grâce au niveau maximum actuel des engagements financiers de la part des deux niveaux de gouvernement avoisine les 4 000 sur une période de trois ans, soit 1 333 par an. Selon certains observateurs, ce niveau de soutien est inadéquat par rapport à l'ampleur du problème des travailleurs âgés déplacés.
- deuxième critique, qui semble contradictoire avec la première, c'est que l'on devrait affecter l'argent aux politiques actives du marché du travail, et non aux politiques passives, et que les travailleurs vers la fin de la cinquantaine devraient se voir réintégrés dans la population active, et non pas mis en retraite.
- du fait du fort degré de discrétion de la procédure de désignation des mises à pied, on craint que ce processus ne se politise à l'excès. Les prestations du PATA pourraient être fonction du poids politique, et non du besoin économique.
- le recours au secteur privé pour l'achat des rentes et pour l'administration du programme constitue pour certains une privatisation inutile d'un programme social. Les raisons pour lesquelles le secteur privé pourrait assurer des prestations sociales plus efficacement que des ministères ne sont pas évidentes.
- on a donné aux syndicats et aux employeurs un rôle minimal en matière de PATA en général, et en particulier dans le processus de désignation des mises à pied.
- il existe une certaine crainte que la mise au point de dix accords spécifiques fédéraux-provinciaux de PATA amène une balkanisation de la politique du marché du travail à l'égard des travailleurs âgés. Le gouvernement fédéral ne sera plus en mesure de fixer des normes, étant donné la participation financière des provinces, ce dont il résulte que le traitement des travailleurs âgés pourra fortement varier d'une province à l'autre.

À part ces critiques, on a également noté un certain nombre de caractéristiques positives du PATA, à savoir qu'il n'y a pas discrimination entre prestataires potentiels sur la base de l'industrie ou de la région, qu'il n'y a pas d'évaluation des ressources à l'égard des travailleurs déplacés, et que le programme comporte des incitations au travail.

Planification de l'emploi

Les quatre grands programmes de la Planification de l'emploi (Développement de l'emploi, Intégration professionnelle, Pénurie de main-d'oeuvre, Acquisition de compétences) sont accessibles aux travailleurs âgés, bien qu'aucun de ces programmes n'ait été conçu spécifiquement à leur intention, et que les travailleurs âgés ne soient pas parmi les quatre groupes cibles (femmes, autochtones, minorités visibles et personnes handicapées). Ainsi que, par contre, le montre le graphique 20, les travailleurs âgés ne représentent que 8 % de tous les

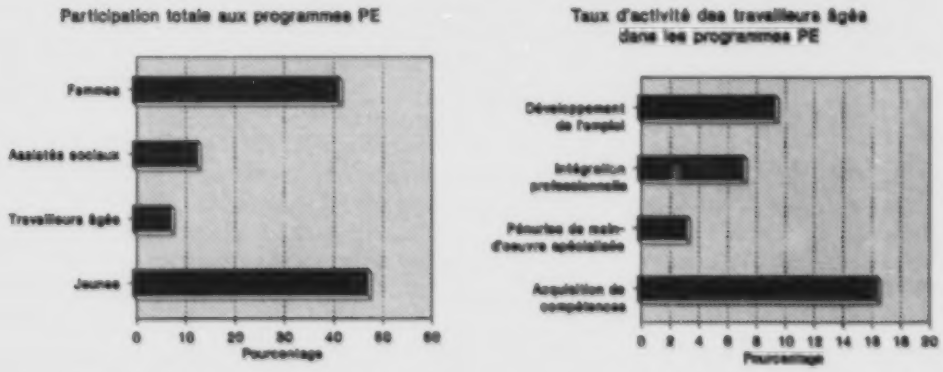
participants aux programmes de la PE, alors qu'ils constituent 25 % de la population active.

Cette sous-représentation a plusieurs causes: les taux de chômage sont moins élevés chez les travailleurs âgés, donc le besoin de programmes de la PE est peut-être moindre que pour les travailleurs d'autres groupes d'âge; les employeurs préfèrent recycler des travailleurs plus jeunes plutôt que des travailleurs âgés, du fait que la période de récupération est plus longue (ce qui a fait l'objet de discussion dans la section III); en outre, il est possible que les programmes de la PE soient mal adaptés aux travailleurs âgés du fait que la conception ou les matières prévues au programme ne conviennent pas. Par exemple, le niveau de scolarité d'un grand nombre de travailleurs âgés peut signifier qu'ils ont besoin d'améliorer fortement leurs compétences de base, ce qui n'est pas prévu par la PE.

Le Programme Acquisition de compétences de la PE est celui qui comporte la plus forte participation de travailleurs âgés - 16,6 % en 1987-1988 (voir graphique 20). Au total, 3082 travailleurs âgés, 18 % de tous les travailleurs âgés de la PE, ont participé à ce programme (voir le graphique 21 à la page 35). Ce programme assure un soutien financier aux employeurs qui forment les employés en vue de faire face à une nouvelle technologie et à une augmentation des exigences d'un emploi. C'est le plus petit des programmes de la PE (voir graphique 22 à la page 35) (exception faite du Programme d'aide à l'innovation), avec un budget de 84 millions pour l'année financière 1988-1989. Le fort taux de participation des travailleurs âgés à ce programme par rapport à d'autres programmes de la PE peut provenir de ce qu'il y a plus de chances que les employeurs recyclent des travailleurs déjà employés, que de voir des travailleurs âgés en chômage s'inscrire à d'autres programmes de la PE. Exception faite du Programme Acquisition de compétences, tous les programmes de la PE sont conçus au bénéfice des chômeurs.

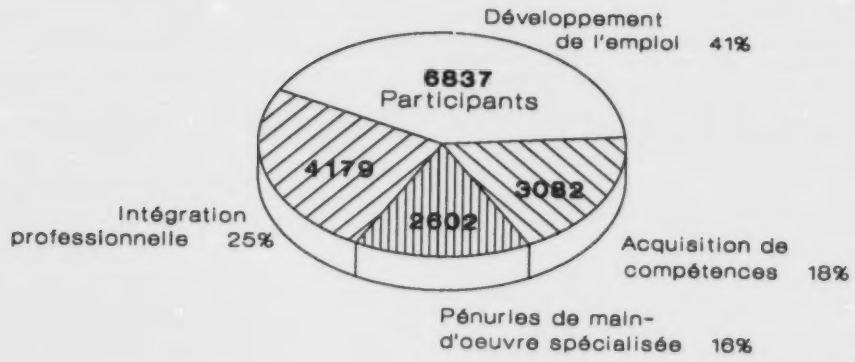
En juillet 1988, le gouvernement a annoncé une nouvelle option au titre du programme Acquisition de compétences, l'option Emploi continu, qui offre une aide aux nouveaux employeurs ou à ceux qui étendent leurs activités pour qu'ils puissent former et employer des travailleurs qui viennent d'être mis à pied par d'autres entreprises. Les employeurs sont

Graphique 20
La Planification de l'emploi
Taux d'activité des travailleurs âgés, 1987-1988



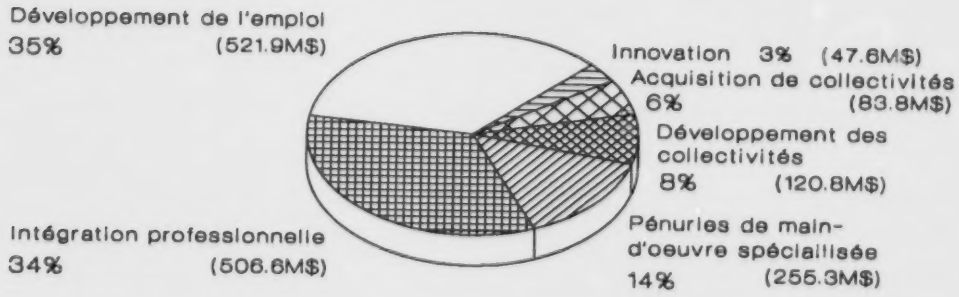
Source: Emploi et Immigration Canada.

Graphique 21
Répartition des travailleurs âgés entre les programmes PE, 1987-1988



Source: Emploi et Immigration Canada.

Graphique 22
Budget PE par Programme 1988-89



Source: Emploi et Immigration Canada.

ainsi assurés de bénéficier d'une aide à la formation au bénéfice des travailleurs dépacés avant qu'ils ne les embauchent. Comme il est moins vraisemblable que des travailleurs âgés participent aux programmes de la PE, y compris à l'Acquisition de compétences, la Stratégie de mise en valeur de la main-d'oeuvre proposait que l'on consacre une somme supplémentaire de 40 millions de dollars à inciter davantage les employeurs et les travailleurs âgés déplacés à participer à l'option Emploi continu.

Le plus grand nombre des travailleurs âgés qui participent à la PE (6 837, ou 41 % de tous les travailleurs âgés participants) se trouve dans le programme Développement de l'emploi, bien que le taux de participation des travailleurs âgés à ce programme, avec 9,5 %, soit inférieur à celui de l'Acquisition de compétences. Le Développement de l'emploi est le plus gros des programmes de la PE, avec un budget de 522 millions de dollars en 1988-1989, soit 35 % de toutes les dépenses de la PE. L'objectif du programme consiste à aider les chômeurs à long terme et ceux qui sont désavantagés à participer au marché du travail.

C'est dans le programme de l'Intégration professionnelle que l'on retrouve le deuxième groupe en importance de travailleurs âgés participant à la PE (4 179, ou 25 % du total des travailleurs âgés de la PE). Le taux de participation des travailleurs âgés à ce programme est de 7,3 %. Le programme Intégration professionnelle est le deuxième en importance de la PE, avec un budget de 507 millions de dollars en 1988-1989, soit 34 % de l'ensemble des dépenses de la PE. Il a pour objectif d'aider les jeunes et les travailleurs qui réintègrent le marché du travail à y trouver leur place. La plupart des travailleurs âgés participants sont des femmes.

Le plus petit nombre de travailleurs âgés, et le taux de participation le plus faible de la part de travailleurs âgés pour l'ensemble des quatre grands programmes de la PE se retrouvent dans l'élément des Pénuries de main-d'oeuvre de la PE. En 1988-1989, seuls 2 602 travailleurs âgés y avaient participé, soit 16 % de tous les travailleurs âgés inscrits à des programmes de la PE. Le taux de participation des travailleurs âgés n'était que de 3,4 %. Ce programme a été conçu avant tout en vue de la formation à long terme d'apprentis, qui sont généralement plus jeunes étant donné la période de récupération plus longue. Le programme Pénuries de main-d'oeuvre avait en 1988-1989 un budget de 255 millions de dollars, soit 17 % du budget total de la PE.

Service d'aide à l'adaptation de l'industrie

Tout comme les programmes de la PE, le Service d'aide à l'adaptation de l'industrie (SAAI) ne s'adresse pas à un groupe d'âge en particulier. Le SAAI a pour objectif d'aider les travailleurs, les entreprises et les industries dans leur adaptation, dans l'espoir de prévenir toute rupture. Le SAAI négocie des accords d'incitation à l'adaptation de la main-d'oeuvre qui prévoient la mise sur pied d'un comité d'adaptation de la main-d'oeuvre. Ce dernier met au point et exécute un plan actif visant à satisfaire les besoins en matière de ressources humaines.

Le SAAI est particulièrement actif auprès des industries ayant atteint leur maturité ou en voie de déclin, où les questions d'adaptation sont les plus aiguës. Souvent, ces industries comptent un nombre disproportionné de travailleurs âgés. C'est pourquoi ces derniers ont un intérêt tout particulier au fonctionnement du SAAI.

On considère le SAAI comme un mécanisme qui réussit à s'occuper de la question de l'adaptation. Parmi ses points forts, on compte le fait de son insistance sur la coopération entre l'entreprise et les syndicats, le fait qu'il s'attache au micro-niveau de l'entreprise ou de l'industrie, et que le SAAI ait une expérience de 25 ans comme facilitateur de l'adaptation. A partir des réussites dont témoigne son passé, il n'est pas surprenant que la SMO ait annoncé que le budget du SAAI devait doubler et passer à 25 millions de dollars d'ici l'année financière 1990-1991. Étant donné l'ampleur du problème de l'adaptation et le budget peu important du SAAI, il est cependant vraisemblable que ce dernier n'aura qu'un rôle modeste à jouer dans l'approche globale des politiques à l'égard de la question des travailleurs âgés.

INVENTAIRE DES POLITIQUES ET PROGRAMMES POUR TRAVAILLEURS AGÉS DANS D'AUTRES NATIONS INDUSTRIALISÉES

Les détails comparatifs sur les politiques et les programmes pour les travailleurs âgés dans les nations industrialisées sont lacunaires, en partie parce que l'on commence seulement à comprendre le véritable problème qui afflige les travailleurs âgés et les chômeurs de longue durée (parmi lesquels les travailleurs âgés sont surreprésentés). Toutefois, des organismes internationaux comme l'Organisation internationale du travail (OIT) et l'Organisation de coopération et de développement économiques (OCDE) viennent d'examiner comment les gouvernements réagissaient au problème du chômage des travailleurs âgés, et ont fourni certaines données sur les mesures prises par un certain nombre d'instances.

En règle générale, les programmes conçus en vue de s'occuper de l'adaptation des travailleurs âgés entrent plus volontiers dans l'une de trois catégories (1) ils visent à l'intégration/ réintégration, ou à conserver les travailleurs dans la population active ou à les y ramener; (2) ils sont d'ordre compensatoires, c'est-à-dire qu'ils fournissent une aide financière aux travailleurs âgés, ou (3) ils constituent une combinaison de ce qui précède.

On peut ensuite classer la nature et les intentions des politiques et des programmes à l'égard des travailleurs âgés sous l'une des huit rubriques ci-après, sur lesquelles nous avons fondé la présente section du document :

(1) des services d'emploi, tels que le placement et les conseils;

(2) les programmes de formation et de recyclage;

(3) des subventions à l'emploi ou au salaire;

(4) des programmes directs de création d'emplois;

(5) des initiatives d'activité indépendante et de création d'entreprises;

(6) une aide financière, y compris des régimes de «transition»;

(7) des dispositions de retraite anticipée et souple;

(8) des mesures de protection d'emploi, grâce à la législation et à la réglementation du travail.

Services d'emploi

L'une des initiatives communes à de nombreuses nations industrialisées, c'est le fait de prévoir au bénéfice des travailleurs âgés en chômage des services spéciaux d'emploi, tels que de placement et de conseil. Au Royaume-Uni, par exemple, les chômeurs de longue durée (au moins un an) reçoivent une part fixe (10 %) de ces services. La Suède et les Pays-Bas vont plus loin encore - les travailleurs âgés et les chômeurs de longue durée (six mois ou plus) ont la priorité en matière de placement pour ce qui concerne les postes vacants et certains programmes du marché du travail.

Ces dispositions spéciales en matière de services du gouvernement sont jugées importantes, non seulement pour permettre la réintégration des travailleurs âgés, mais également pour recueillir des renseignements à leur sujet. C'est là un aspect crucial lorsque les travailleurs âgés ne se servent pas des ressources générales à la disposition des chômeurs. En France, par exemple, «l'opération chômage de longue durée» de 1982 a procédé à une analyse exhaustive tout en assurant un service sur une grande échelle au bénéfice de ce groupe.

Programmes de formation et de recyclage

Une autre initiative prise par certaines nations porte sur la formation des travailleurs âgés. Les études ont démontré que les travailleurs âgés sont très fortement sous-représentés dans les cours conventionnels de formation du fait de l'existence d'exigences minimales de compétences, d'un manque d'orientation de ce genre de formation envers les besoins de ces travailleurs, etc. Cela ne vaut peut-être pas autant en Allemagne de l'Ouest, où tout adulte, qu'il soit employé ou en chômage, a la garantie de disposer d'un droit à la formation de deux ans. A cette fin, le gouvernement paie des frais de formation, plus une subvention au revenu qui peut atteindre 90 % du salaire précédent d'un individu.

En ce qui concerne le travailleur âgé, la stratégie de l'Allemagne de l'Ouest est peut-être particulièrement appropriée, la garantie de formation comprenant l'amélioration des compétences dans des professions visant à éviter l'obsolescence. Les critères des programmes de formation reconnaissent que l'instruction plus ancienne d'un individu peut dater par rapport aux exigences du marché du travail actuel.

La Suède assure également une forte proportion de formation professionnelle, et le gouvernement subventionne fortement les dépenses des employeurs et des employés. Cette approche peut en partie servir de mesure préventive contre le déplacement des travailleurs âgés. On notera que les efforts de formation de ces deux pays s'appuient très largement sur le recours à des allocations de mobilité.

Très peu nombreux sont les programmes de formation nationaux que l'on a mis au point pour traiter les exigences uniques en matière de compétence des travailleurs âgés, à deux exceptions près, c'est-à-dire le Danemark et la Suède. En outre, l'Irlande a adopté un régime qui «table sur l'expérience», qui paraît reconnaître les connaissances que certains travailleurs ont acquises au travail.

Un grand nombre des autres programmes de formation destinés aux travailleurs âgés et aux chômeurs à long terme insiste sur une nouvelle orientation envers les marchés du travail, la motivation, les compétences fonctionnelles, et les techniques de recherche d'emploi.

Subventions à l'emploi ou à la rémunération

Les subventions à l'emploi constituent une forme extrêmement répandue d'aide du gouvernement à l'égard des travailleurs âgés dans les nations développées. Cela comporte couramment le fait d'offrir des incitations financières à des entreprises afin de compenser les coûts de main-d'oeuvre (principalement les salaires) de débouchés d'emploi à durée déterminée. On espère ainsi que l'entreprise formera des débutants et les conservera ensuite à titre d'employés permanents.

L'un des exemples est constitué par le plan australien «Jobstart». On y prévoit l'embauche d'un chômeur à long terme (au moins six mois) par les soins d'un employeur (qui reçoit la subvention au salaire) et on lui enseigne des compétences spécifiques à l'entreprise. La subvention est plus élevée selon la durée de chômage de l'employé participant ou le niveau auquel il est désavantagé. Dans d'autres pays, on trouve des subventions de salaire qui sont plus spécifiquement destinées aux travailleurs âgés, comme en Allemagne de l'Ouest, qui paie jusqu'à 70 % des coûts salariaux approuvés jusqu'à concurrence de deux ans dans le cas d'un chômeur âgé de 55 ans ou plus.

Certains pays (p. ex., le Royaume-Uni) versent des espèces directement aux individus, leur permettant ainsi de s'adresser à des entreprises pour y être embauchés de leur propre chef.

Certains gouvernements ont été déçus par les subventions à l'emploi en raison de leurs résultats médiocres et gains aux employeurs (il arrive que des entreprises embauchent des travailleurs qu'ils auraient recrutés de toute façon). D'autre part, on a démontré que ces programmes modifiaient les décisions privées de recrutement en faveur de groupes tels que celui des travailleurs âgés.

Le rapport de 1988 de l'OCDE, Mesures d'aide aux chômeurs de longue durée conclut que les subventions à l'emploi et aux salaires réussissent assez

bien à réintégrer les travailleurs âgés et d'autres groupes désavantagés dans le marché du travail, et que les gouvernements devraient y voir le moyen d'influer sur le recrutement, plutôt que de faciliter l'extension de l'emploi.

Programmes directs de création d'emploi

On a également eu fortement recours à la création directe d'emplois dans les nations industrielles comme moyen d'adapter les travailleurs âgés en chômage au marché du travail normal. Il s'agit là principalement de projets du secteur public par lesquels le gouvernement crée un certain nombre minimum de postes à court terme. Les projets s'attachent en général à des buts sociaux, culturels ou écologiques dont on ne s'occupe pas d'autre part (p. ex., les projets de travaux publics). Dans certains cas, il y a participation des organismes bénévoles ou charitables.

Comme exemple de ce genre de mesures directes, citons le «Community Programme» de 1982 au Royaume-Uni, qui emploi à temps partiel des individus qui n'ont pas travaillé depuis 12 mois au moins. La Belgique a un programme analogue intitulé «Troisième secteur d'emploi», qui diffère des autres en ce qu'il vise à créer des postes permanents au bénéfice des chômeurs de très longue durée (deux ans). Le gouvernement belge avait à l'origine l'intention de verser tous les ans à 10 % de ce groupe un salaire normal hebdomadaire ou mensuel à l'emploi.

Les Pays-Bas fournissent également un emploi direct dans les organismes de la fonction publique et des organismes sans but lucratif, dont les subventions augmentent avec l'âge des participants.

Les mesures d'emploi direct font en sorte que les travailleurs âgés chroniquement dépourvus de compétence réintègrent le marché du travail, bien que la participation prenne généralement fin en même temps que le programme.

Initiatives d'activités autonomes et de création d'entreprises

Ce n'est que récemment que certaines nations ont mis au point des programmes à l'égard des travailleurs âgés qui insistent sur l'activité indépendante. Le Royaume-Uni, par exemple, a introduit en 1983 une «allocation d'entreprise» qui aide ceux parmi les chômeurs de longue durée qui veulent lancer une entreprise. Ces personnes (qui doivent faire un investissement minimum) reçoivent une allocation hebdomadaire fixe jusqu'à concurrence d'un an. Des programmes analogues, comme aux Pays-Bas, offrent de l'aide sous forme de versements forfaitaires.

On a établi au Royaume-Uni que le programme avait réussi à permettre l'établissement de petites entreprises et une certaine création d'emplois. D'autre part, on a adressé des critiques à ces programmes, accessibles uniquement à une minorité des chômeurs âgés et des chômeurs de longue durée.

Aide financière, y compris régimes de «transition»

La plupart des pays membres de l'OCDE offrent diverses formes d'aide financière aux travailleurs âgés. Dans certains cas, il s'agit d'un soulagement temporaire, comme lorsqu'on étend les prestations d'assurance-chômage ou que l'on verse un «complément» à ces prestations. Dans d'autres circonstances, l'aide provient de programmes financiers de «transition», qui ont pour objectif de garantir un soutien du revenu jusqu'au moment où l'individu atteint l'âge de la retraite (moment où il reçoit sa pension intégrale du régime public), et on n'y met fin avant ce moment-là que si le bénéficiaire a trouvé du travail.

En Suède, les individus âgés de 56 à 64 ans sont admissibles aux prestations d'assurance-chômage jusqu'à concurrence de 90 semaines (la période normale de prestations est de 60 semaines). De même, une «aide en espèce au marché du travail» peut être payée à tous ceux qui ont épuisé leurs prestations, et elle augmente avec l'âge, passant de 30 semaines pour les chômeurs âgés de moins de 55 ans, à 60 semaines pour ceux qui ont de 55 à 59 ans. Pour les individus âgés de 60 ans et plus (et un certain nombre de chômeurs structurels), les prestations sont disponibles jusqu'à la retraite officielle.

La France a prévu des «allocations de solidarité», versements au bénéfice des chômeurs de longue durée dont les droits sont épuisés. Ce régime de 1984 fait l'objet d'une vérification des ressources et prévoit l'allocation journalière pendant une période initiale de six mois renouvelable. On verse une indemnité plus forte aux travailleurs âgés, en fonction du nombre des années d'emploi. Les allocations sont versées à un nombre imposant de participants, dont plus de la moitié ont 55 ans ou plus.

Les programmes de soutien du revenu comme celui de la France tendent à donner aux travailleurs un statut de préretraité ou de retraité. Dans certains cas, cela est conforme à une stratégie du gouvernement visant à verser une rente maximum aux travailleurs âgés, plutôt que de réintégrer dans la population active ceux qui ont été déplacés.

Dispositions de retraite anticipée et souple

Depuis le milieu des années 1970, un grand nombre de nations d'Europe occidentale ont fortement compté sur la retraite anticipée pour résoudre les problèmes de main-d'oeuvre excédentaire et de chômage chronique des jeunes. Il est évident que cette mesure fournit également une solution pratique à l'égard de travailleurs âgés qui font face à de graves difficultés d'adaptation.

En Allemagne de l'Ouest, le gouvernement et le secteur privé offrent depuis un certain temps un régime complet «de retraite anticipée» qui permet aux travailleurs âgés de 58 ans ou plus de prendre leur retraite équivalente à 65 % de leur dernier salaire lorsqu'ils ont travaillé dix ans chez leur employeur actuel, ou à 70 % après 20 ans. Les chômeurs, entre l'âge de 52 et de 60 ans, ont droit à des pensions de préretraite ou à d'autres indemnités, dont la valeur varie selon la durée du chômage, leur expérience de l'emploi, leurs cotisations à des régimes de retraite, etc. En outre, les employés âgés de 50 ans peuvent recevoir une allocation mensuelle en souscrivant un accord de réduction d'horaire auprès de leur entreprise.

Au Royaume-Uni, le «Job Release Scheme» joue le même rôle, en fournissant aux chômeurs âgés une allocation hebdomadaire non imposable. Ce programme est offert aux hommes à partir de l'âge de 64 ans et aux femmes à partir de 59 ans. Une version de ce régime a également été adoptée en vue d'encourager la transition à du travail à temps partiel.

Il semble que l'approche adoptée par la Suède en matière de retraite anticipée soit moins portée à la cessation abrupte de l'activité des travailleurs âgés, mais qu'elle s'attache plutôt à faciliter une retraite graduelle qui permette à ces individus de rester sur le marché du travail aussi longtemps que possible. Le «Plan de pension partielle» représente une innovation passablement récente, qui combine l'adaptation de la main-d'oeuvre à la sécurité sociale. A ce titre, les travailleurs âgés (toute personne ayant occupé un emploi pendant dix ans au moins et ayant plus de 45 ans) peut se voir réduire ses horaires de travail à un minimum de 17 heures par semaine. La pension partielle paie 50 % de la perte des revenus, mais cela ne se traduit pas par une diminution de la pension à 65 ans.

L'OCDE et l'OIT ont toutes deux noté l'effet spectaculaire des régimes de retraite anticipée sur la baisse du taux d'activité des travailleurs âgés dans un grand nombre de nations développées. Lors d'une conférence en 1987, l'OIT a largement critiqué le recours trop zélé à la retraite anticipée de la part des gouvernements, faisant ressortir que ces stratégies sont coûteuses, n'ont qu'une valeur à court terme, et produisent une perte tant en potentiel de production qu'en expérience importante du marché du travail.

Simultanément, les dispositions de retraite anticipée et souple attirent de plus en plus les travailleurs âgés, et certains gouvernements examinent avec intérêt le concept suédois du «départ progressif

en retraite» (c.-à-d., d'un départ plus lent, plus graduel des marchés du travail).

Législation et réglementation du travail

Finalement, un certain nombre de nations ont mis au point des mesures de protection pour régler la situation au travail des travailleurs âgés grâce au recours à des normes de travail. Aux États-Unis, par exemple, la législation fédérale interdit toute discrimination pour motif d'âge en matière d'emploi. En vertu de cette loi, on ne peut renvoyer aucun employé pour seule raison d'âge, à moins que l'on puisse faire la preuve d'une baisse de productivité.

En Suède, les normes de travail sont très rigoureuses en ce qui concerne les travailleurs âgés et le renvoi. Aux termes de cette législation, les employeurs n'ont pas le droit de renvoyer un employé sans lui avoir donné un long préavis - dans le cas des travailleurs âgés (de 45 ans ou plus), cette période est de six mois. La maladie et une réduction de la capacité de travail ne constituent pas des motifs suffisants de renvoi - bien plus, on attend de l'employeur qu'il trouve un poste moins exigeant pour les travailleurs âgés. Des comités locaux bipartites doivent être tenus au courant des événements dans les usines, de manière à ce qu'ils puissent, au besoin, prendre un rôle actif dans la réaffectation des travailleurs âgés.

Bien entendu, la plupart des gouvernements des nations industrialisées ont recours à une combinaison des méthodes touchant les politiques et les programmes ci-dessus. Souvent, la différence de l'une à l'autre peut être une question d'insistance (p. ex., la culture de la formation de l'Allemagne de l'Ouest en comparaison du système de compensation de la France). Comme nous l'avons laissé entendre dès le début, la plupart de ces nations procèdent actuellement à un examen de ces mesures en place ces récentes années, et sont en voie de formuler des réponses politiques nouvelles face au phénomène invétéré du chômage chez les travailleurs âgés et de longue durée.

Notes

1 Le taux de 10,8 de chômage parmi les hommes âgés de 50 à 64 ans est en réalité supérieur au taux global en C.-B. Il ne semble pas y avoir d'explication évidente à cette aberration.

2 Clemenson, Heather A. **Les chômeurs : leurs méthodes de recherche d'emploi, 1977-1986.** Article de fond dans **La population active** (Statistique Canada), octobre 1987

3 Conseil consultatif de l'emploi et de l'immigration Canada. **Les travailleurs âgés : crise imminente sur le marché du travail.** Août 1985, p. 12

4 Robinson, Pauline K. **Organizational Strategies for Older Workers.** Work in America Institute, 1983, p. 9

5 Dunn, Gladys H. **Older Workers Study.** Emploi et Immigration Canada, Special Groups and Affirmative Action, Ottawa, 1985

6 Work in America Institute, p. 4

7 Pour les industries auxquelles s'appliquent les programmes de Prestations d'adaptation pour les travailleurs (PAT) en août 1986, on prendra également en considération les mises à pied permanentes d'envergure qui se sont produites depuis l'expiration de cette désignation des PAT.

ANNEXE 1 - Statistiques

Tableau 1

Travail autonome au Canada en 1986
selon l'âge, le sexe, la région et le niveau de scolarité

	Nombre total d'emplois (10^3)	Travailleurs rémunérés (10^3)	Travailleurs autonomes (10^3)	% travailleurs autonomes	% des travailleurs autonomes
Hommes et femmes	11,634	9,979	1,556	13.4	100.0
15 à 24 ans	2,417	2,259	135	5.6	8.7
25 à 34 ans	3,374	3,015	340	10.1	21.9
35 à 44 ans	2,795	2,346	427	15.3	27.4
45 à 54 ans	1,795	1,439	337	18.8	21.7
55 à 64 ans	1,078	831	235	21.8	15.1
65 et plus	175	89	82	46.9	5.3
Hommes	6,657	5,495	1,141	17.1	73.3
15 à 24 ans	1,258	1,176	66	5.2	4.2
25 à 34 ans	1,888	1,644	242	12.8	15.6
35 à 44ans	1,596	1,279	317	19.9	20.4
45 à 54ans	1,084	823	260	24.0	16.7
55 à 65ans	707	520	187	26.4	12.0
65 et plus	124	54	69	55.6	4.4
Femmes	4,977	4,484	415	8.3	26.7
15 à 24 ans	1,159	1,083	69	6.0	4.4
25 à 34 ans	1,486	1,371	98	6.6	6.3
35 à 44 ans	1,199	1,067	110	9.2	7.1
45 à 54 ans	711	616	77	10.8	4.9
55 à 64 ans	371	311	48	12.9	3.1
65 et plus	51	35	13	25.5	0.8
Par région					
Atlantique	844	727	113	13.4	7.3
Québec	2,866	2,494	342	11.9	22.0
Ontario	4,555	4,010	521	11.4	33.5
Prairies	2,096	1,687	369	17.6	23.7
C.-B.	1,274	1,060	211	16.6	13.6
Par niveau de scolarité					
25 à 44 ans	6,169	5,362	767	12.4	49.3
0 à 8 ans	407	339	64	15.7	4.1
9 à 13 ans	2,919	2,533	361	12.4	23.2
diplôme/certificat	1,718	1,515	195	11.4	12.5
université	1,124	975	148	13.2	9.5
45 à 64 ans	2,873	2,270	572	19.9	36.8
0 à 8 ans	697	526	159	22.8	10.2
9 à 13 ans	1,306	1,045	246	18.8	15.8
diplôme/certificat	487	396	87	17.9	5.6
université	384	303	80	20.8	5.1

Source:Statistique Canada, 71-534

Tableau 2

Scolarité de la population active et détails pour les Canadiens âgés, 1975, 1981 et 1987

Scolarité (pourcentage de la population en âge de travailler)

Population	totale (10^3)	0 à 8 ans	Post-9-13 ans	Diplôme secondaire partiel	ou certificat	Diplôme université
Hommes et femmes						
1975	16,323	26.8	46.1	8.7	11.6	6.9
1981	18,375	22.4	51.2	7.9	10.0	8.5
1987	19,825	17.8	49.6	9.2	12.4	11.0
Hommes						
1975	8,026	27.3	43.8	9.8	10.3	8.9
1981	8.999	23.0	49.3	8.3	9.0	10.5
1987	9.688	18.0	48.5	9.4	11.4	12.7
Femmes						
1975	8,297	26.3	48.2	7.7	12.8	4.9
1981	9,376	21.9	53.1	7.5	11.1	6.5
1987	10,137	17.5	50.6	9.0	13.5	9.4
45 à 54 ans						
1975	2,420	36.4	39.7	6.3	11.3	6.3
1981	2,461	32.5	45.8	4.8	8.7	8.1
1987	2,565	24.0	47.0	5.4	11.8	11.9
Hommes						
1975	1,193	37.7	36.0	7.0	10.5	8.9
1981	1,232	34.9	41.7	5.0	7.5	10.9
1987	1,279	25.1	43.9	5.6	10.4	15.2
Femmes						
1975	1,227	35.2	43.3	5.5	12.1	3.8
1981	1,229	30.2	49.9	4.7	9.8	5.3
1987	1,287	22.9	50.1	5.3	13.1	8.5
55 à 64 ans						
1975	1,854	44.8	35.4	5.3	9.2	5.3
1981	2,132	40.2	42.4	4.3	7.3	6.0
1987	2,325	34.6	44.4	4.6	8.4	8.0
Hommes						
1975	896	46.0	33.0	5.7	8.3	7.0
1981	1,016	41.8	38.7	4.3	6.6	8.6
1987	1,124	36.4	40.8	4.9	7.2	10.7
Femmes						
1975	958	43.6	37.8	4.9	10.0	3.7
1981	1,116	38.6	45.7	4.1	7.9	3.6
1987	1,201	33.0	47.8	4.3	9.5	5.5

Source: Statistique Canada, passage machine spécial R88015.

ANNEXE 2 - Enquête nationale sur les occasions d'emploi au Canada

La lacune la plus importante des statistiques du travail au Canada est probablement le manque d'information sur les postes vacants. Cette lacune de notre système statistique est lourde de conséquences pour la politique du marché du travail. Sans données fiables sur les pénuries de main-d'oeuvre par profession, il est difficile de savoir comment réduire l'inadéquation du marché du travail. Par exemple, il est difficile d'établir quels genres de cours de formation et de recyclage ont le plus de chances de donner un nouvel emploi aux chômeurs. L'objectif de ce bref document est d'analyser la faisabilité d'une enquête sur les occasions d'emploi pour le Canada, avec accent particulier sur les problèmes méthodologiques que comporte l'entreprise.

Les faits qui ont caractérisé le marché du travail à la fin des années 1980 ont considérablement accru l'importance des renseignements sur les postes vacants. La chute des taux de chômage jusqu'en 1989, le ralentissement de la croissance de la population active, et la vigueur de la croissance de la production (au moins jusqu'à cette année) ont intensifié les pénuries sur le marché du travail, particulièrement en Ontario, où le chômage est faible. On peut prévoir que ces pénuries de main-d'oeuvre se poursuivront dans les années 1990, à moins d'une grande récession.

Compte tenu de ces tendances, les économistes et les analystes de politiques ainsi que le grand public posent les questions suivantes :

- quelle proportion de chômeurs sont sans travail à cause d'un manque fondamental d'emplois et combien le sont à cause de l'inadéquation du marché du travail?

- la fréquence de l'inadéquation du marché du travail a-t-elle augmenté dans les années 1980, et, dans l'affirmative, pourquoi?

- quelles professions, industries, régions et centres métropolitains éprouvent la plus grande pénurie de travailleurs?

- le niveau de qualification pour les postes vacants a-t-il augmenté ou diminué dans les années 1980?

Tous reconnaissent que la meilleure façon de répondre à ces questions cruciales serait le lancement d'une enquête nationale complète sur les postes vacants ou sur les occasions d'emploi. En effet, de nombreux observateurs se sont dits d'avis qu'il y a lieu de lancer ce genre d'enquête.[1] La question clé est de savoir si cette enquête produirait des résultats fiables et serait efficiente. Sur ce point, les opinions divergent, mais on peut le soutenir vigoureusement.

Problèmes liés à une enquête sur les occasions d'emploi

Il ne fait pas de doute que le lancement d'une enquête sur les occasions d'emploi est un projet ambitieux. Effectivement, pas un seul grand pays industriel, à l'heure actuelle, ne mène d'enquête complète sur les postes vacants auprès des établissements. Le Bureau of Labor Statistics des États-Unis en a étudié la possibilité au début des années 1980 et a décidé de s'abstenir. Trois problèmes méthodologiques que pose la réalisation d'une enquête sur les postes vacants ou les occasions d'emploi sont : la détermination du niveau approprié pour la déclaration des renseignements sur les postes vacants au sein de l'entreprise; la définition d'un poste vacant; et la surestimation du nombre de postes vacants en raison d'un problème d'agrégation. Nous analysons ces trois problèmes ci-après.

La détermination du niveau approprié de déclaration des renseignements sur les postes vacants

Un problème souvent lié aux enquêtes sur les postes vacants menées auprès des établissements est la détermination des personnes, au sein de l'établissement ou de l'entreprise, qui sont au courant des postes vacants. Les enquêtes-établissements sur les salaires et l'emploi sont l'affaire des personnes responsables de la paye, mais ces personnes ne sont normalement pas au courant des postes vacants. Dans certaines entreprises, les renseignements sur les postes vacants sont automatiquement communiqués au service du personnel, là où ce service est responsable de l'embauche. Ailleurs, les renseignements sur les postes vacants ne sont pas centralisés lorsque l'embauche est laissée aux services individuels. Dans le premier cas, une même personne pourrait fournir des renseignements sur tous les postes vacants, alors que dans l'autre tous les responsables de l'embauche devraient signaler les postes libres.

Il ne fait aucun doute que cette situation complique la tenue d'une enquête sur les occasions d'emploi, mais il n'y a pas de raison pour que cela soit impossible. De fait, l'expérience des années 1970 enseigne que l'enquête sur les postes vacants peut avoir lieu, particulièrement lorsque des fonctionnaires de Statistique Canada procèdent à l'établissement d'un profil des entreprises à prendre en compte dans l'enquête pour déterminer la ou les personnes les mieux placées pour répondre au questionnaire.

Définition des postes vacants

La définition de ce qui constitue un poste vacant pose des problèmes conceptuels. Ainsi, certaines entreprises peuvent ouvrir un poste lorsqu'elles trouvent un candidat extrêmement bien qualifié, sans pour autant considérer qu'elles ont des postes vacants pour la vaste majorité des requérants. En pareil cas, l'entreprise répondrait-elle qu'elle n'a pas de postes vacants? Ensuite, il faut voir si les postes vacants sont seulement des postes permanents à plein temps ou si les emplois temporaires, saisonniers, à temps partiel, etc. seraient également pris en compte. Une façon de résoudre cette question consisterait à demander aux employeurs de préciser les caractéristiques des postes vacants. Une troisième question connexe consiste à savoir si les postes vacants qui doivent être dotés à l'interne sont à compter comme postes vacants. Ces postes ne concernent pas directement les chômeurs, mais les promotions ou transferts internes qui en découlent finissent par créer des postes vacants à doter par recrutement externe.

Il faut noter que la définition de la population active (p. ex., les travailleurs découragés en font-ils partie?) pose aussi des problèmes conceptuels, mais ce sont là des difficultés qui n'ont pas empêché les statisticiens d'estimer la population active. De même, les problèmes conceptuels que pose la définition des postes vacants ne doivent pas exclure toute tentative d'estimation du nombre de postes vacants.

Le problème d'agrégation

Des postes sont à combler lorsque l'employeur s'attend que la demande dépasse l'offre de ce qu'il produit. Pour accroître l'offre afin de répondre à la demande, il n'a qu'un moyen : trouver d'autres employés. Si l'employeur est convaincu qu'il peut vendre davantage, et, partant, qu'il lui faut plus de travailleurs, c'est qu'il part du principe que toutes les autres entreprises desservant le marché ne changeront pas leurs niveaux de production. Si toutes les entreprises estiment qu'il y a une demande insatisfaite de leur produit et se mettent à augmenter leur production, une bonne part de la production supplémentaire ne se vendra pas aux prix courants. Cela a des conséquences pour le nombre de postes vacants signalés et peut amener à une surestimation du véritable nombre de postes vacants.

Prenons un exemple. Supposons que la demande de services de réparation d'automobiles dans une petite ville est forte. Chacun des dix garagistes estime qu'il pourrait facilement employer un mécanicien de plus, et il fait part de ce renseignement dans le cadre de l'enquête sur les postes vacants. Si un garagiste embauchait un mécanicien

supplémentaire et qu'aucun autre ne l'imitait, il y aurait assez de travail pour le nouvel employé. Cependant, si les dix garagistes employaient chacun un mécanicien de plus, la demande ne serait pas suffisante pour faire vivre les dix mécaniciens. Les dix postes de mécanicien qui auraient été signalés représentent donc une surestimation du véritable nombre de postes à combler.

Certes, ce problème d'agrégation peut paraître grave, mais il existe des techniques statistiques capables d'en diminuer l'ampleur. Les fonctionnaires de Statistique Canada ont, de fait, indiqué que ce problème est relativement facile à régler. Un facteur qui réduit, au moins dans une légère mesure, ce problème d'agrégation est que le revenu supplémentaire créé par l'embauche de mécaniciens suscite une demande supplémentaire de services de réparation d'automobiles, ce qui compense quelque peu la surestimation découlant de ce biais d'agrégation.

Mise en oeuvre d'une enquête sur les occasions d'emploi

Le moyen le plus efficient de lancer une enquête sur les occasions d'emploi consisterai probablement à utiliser l'infrastructure mise en place pour l'enquête de Statistique Canada sur l'emploi, la rémunération et les heures de travail (EERHT). Cette enquête mensuelle menée auprès des établissements couvre presque tous les secteurs de l'économie et fournit des renseignements détaillés sur l'emploi, les salaires et les heures moyennes. Il y aurait probablement moyen d'intégrer une enquête sur les occasions d'emploi (EOE) dans l'EERHT, d'en effectuer une dans le cadre de l'EERHT, ou encore d'utiliser le plan de sondage et les personnes-ressources de l'EERHT. Comme les unités de déclaration pour l'EOE seraient probablement différentes de celles de l'EERHT, c'est peut-être cette troisième option qui est la plus réaliste.

La fréquence de l'EOE ne serait pas nécessairement mensuelle, surtout si les coûts sont élevés. Des données trimestrielles, voire annuelles, seraient quand même utiles. Cependant, si la fréquence est moindre, les données les plus récentes commenceront déjà à dater et seront donc moins fiables, étant donné que les postes vacants peuvent changer rapidement. La rapidité de publication des données après la fin de l'enquête est aussi un facteur important. Les données de l'EERHT paraissent actuellement avec un décalage de deux mois, de sorte qu'elles sont d'actualité. Il faut espérer que les données de l'EOE pourront être aussi rapides.

Un autre aspect consiste à savoir si l'enquête viserait à recenser seulement les postes actuellement vacants (ou du moins ceux qui ne sont pas remplis après un certain temps) ou si elle viserait aussi à capter ceux que l'on prévoit pour un moment donné ou pour divers moments plus tard. La meilleure approche serait probablement que l'enquête sur les occasions d'emploi aille plus loin que l'enquête sur les postes vacants de 1970 et demande des renseignements sur les postes qui seront à combler plus tard ainsi que sur ceux qui le sont déjà.

On pourrait aussi étendre la portée de l'enquête à autre chose que les occasions d'emploi. Elle pourrait fournir des données sur la structure professionnelle, le roulement (les embauches et les cessations d'emploi) et les taux de rémunération et les avantages sociaux, pourvu qu'on vérifie d'abord que ces renseignements ne sont pas déjà disponibles ailleurs.

Sommaire et conclusion

Les priorités de collecte de données des organismes statistiques doivent refléter les priorités de politique de l'ensemble de la société. Dans les années 1990, les questions de marché du travail, comme les pénuries de main-d'oeuvre spécialisée et le recyclage, prendront vraisemblablement encore plus d'importance. Et pourtant, le manque de données fiables sur la répartition professionnelle et régionale des occasions d'emploi menace de nous paralyser dans notre action sur ces questions. Il est donc essentiel d'avoir une meilleure information.

L'instrument le plus efficace pour le rassemblement de ces renseignements est une enquête-établissements sur les occasions d'emploi. Certes, cette enquête coûterait cher et poserait des problèmes méthodologiques. Cependant, compte tenu des avantages que rapporteraient ces données pour la formulation de programmes plus efficaces

du marché du travail, son coût ne devrait pas faire problème. De nombreux spécialistes, dont les fonctionnaires de la Division des enquêtes spéciales de Statistique Canada, soutiennent également qu'il est possible de surmonter les problèmes méthodologiques posés par une enquête sur les occasions d'emploi ou que ces problèmes ne seraient pas assez graves pour compromettre la fiabilité des résultats.

Notes

[1] Il y a divers indicateurs des occasions d'emploi au Canada: l'indice de l'offre d'emploi de Statistique Canada, le taux des postes vacants produit par le CCMTP, les données administratives de la CEIC sur les postes vacants des CEC et les inscriptions de la Banque nationale d'emplois, ainsi que les estimations de postes vacants des services privés d'emploi (Temporary manpower Services et Conseil de placement professionnel). Malheureusement, aucune de ces sources ne fournit de renseignements complets sur le nombre de postes vacants par région et par profession, c.-à-d. ce qu'il faudrait pour la création de programmes du marché du travail. De 1971 à 1978, Statistique Canada a pour sa part procédé à une enquête nationale sur les postes vacants. Bien qu'on ne sache pas trop pourquoi, au juste, l'enquête a été annulée en 1978, deux facteurs invoqués étaient les pressions politiques visant à l'époque à amener Statistique Canada à éliminer les enquêtes de faible priorité et l'insatisfaction à l'égard des données en raison des problèmes méthodologiques posés par l'enquête.

RAPPORT DU GROUPE DE TRAVAIL

AVANT-PROPOS

Cet été, nous avons été invités à devenir membres du Groupe de travail sur les programmes pour les travailleurs âgés. Ce Groupe de travail est l'un des sept mis sur pied par le Centre canadien du marché du travail et de la productivité dans le cadre de l'exercice de consultation du ministère de l'Emploi et de l'Immigration sur la Stratégie de mise en valeur de la main-d'oeuvre.

Le mandat du Groupe de travail consistait à examiner les problèmes qu'éprouvent les travailleurs âgés à se trouver un nouvel emploi après en avoir perdu un et à proposer des recommandations destinées à aider les travailleurs âgés.

Le rapport du Groupe de travail renferme 13 recommandations dont la mise en oeuvre devrait, de l'avis du Groupe de travail, améliorer la situation des travailleurs âgés sur le marché du travail.

Dans l'exécution de ce mandat, nous avons analysé une vaste gamme de questions, allant des grands principes qui doivent sous-tendre l'approche de la question des travailleurs âgés jusqu'aux détails du fonctionnement de programmes particuliers pour les travailleurs âgés.

Essentiellement, le rapport final peut se résumer ainsi. En raison de certaines caractéristiques du marché du travail, comme la durée du chômage qui est supérieure à la moyenne et les niveaux d'instruction qui sont faibles, les travailleurs âgés se heurtent à des obstacles particuliers au réemploi et à la formation, si bien qu'ils ont des besoins tout à fait particuliers en ce qui concerne le marché du travail. Les programmes actuels du marché du travail répondent mal à ces besoins. Les travailleurs âgés devraient avoir un meilleur accès au perfectionnement de la qualification de base, à des services améliorés de counselling et de soutien conçus spécifiquement pour eux, et à une meilleure information sur les occasions d'emploi pour les travailleurs âgés.

En tant que membres du Groupe de travail, nous ne prétendons pas avoir toutes les solutions au problème complexe des travailleurs âgés. Cependant, nous croyons que nos recommandations contribueront à réduire le problème d'adaptation auquel font face les travailleurs âgés qui perdent leur emploi et réduiront également la possibilité de perturbation future de la situation des travailleurs âgés.

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INTRODUCTION AUX RECOMMANDATIONS

Au cours de ses cinq réunions, le Groupe de travail sur les programmes pour les travailleurs âgés a abordé une vaste gamme de questions concernant les travailleurs âgés. Il en est ressorti un ensemble de thèmes qui constituent la structure des recommandations du présent rapport. Il faut noter que d'autres groupes de travail ont aussi circonscrit plusieurs de ces thèmes.

Les huit thèmes sont les suivants :

1) le manque d'harmonisation des politiques du marché du travail entre les treize gouvernements au Canada;

2) l'insuffisance des renseignements actuels sur les emplois pour la formulation et la mise en oeuvre des politiques du marché du travail;

3) l'insuffisance du rôle que jouent actuellement les services de counselling et d'appui pour favoriser l'adaptation du marché du travail pour les travailleurs âgés;

4) l'inaccessibilité des programmes du marché du travail pour les travailleurs âgés;

5) le manque de formation professionnelle de base pour les travailleurs âgés;

6) les importantes disparités régionales des occasions d'emploi pour les travailleurs âgés;

7) le manque de souplesse des régimes de travail pour les travailleurs âgés; et

8) l'insuffisance du système de soutien du revenu pour les travailleurs âgés déplacés.

L'approche du Groupe de travail à l'égard des recommandations

La question des travailleurs âgés est extrêmement vaste. Afin de contenir la question dans des proportions contrôlables, le Groupe de travail a décidé de se concentrer dans une large mesure sur le domaine des programmes et politiques gouvernementaux de formation et de recyclage au profit des travailleurs âgés. Le Groupe de travail est conscient de la grande importance du rôle de l'employeur pour la création d'une culture de la formation et pour la mise en place de programmes de formation permanente et de perfectionnement technique au profit des travailleurs âgés et il a fait des recommandations à cet égard. Cependant, comme le Groupe de travail sur la planification des ressources humaines étudie ces questions, nous croyons pouvoir mieux nous acquitter de notre mandat en mettant l'accent sur les programmes et politiques par lesquels le gouvernement entend aider les travailleurs âgés, plutôt que sur la vaste gamme de questions qui touchent les travailleurs âgés.

Le Groupe de travail s'est également limité dans ses recommandations à la population des travailleurs âgés, c'est-à-dire à ceux de 45 ans et plus. Le Groupe de travail pense que les travailleurs âgés ont suffisamment de besoins et de problèmes spéciaux se rapportant spécifiquement à l'âge pour être traités comme groupe distinct. Les recommandations destinées à améliorer la capacité d'adaptation des jeunes travailleurs sont aussi, certes, importantes, de sorte que nous n'aurons pas de «problème du travailleur âgé» plus tard. Cependant, le Groupe de travail pense pouvoir mieux s'acquitter de son mandat en axant ses recommandations sur la satisfaction des besoins des travailleurs actuellement âgés qui éprouvent des difficultés sur le marché du travail.

Les recommandations du Groupe de travail postulent implicitement que les ressources de recyclage attribuées aux travailleurs âgés ont leur plus grande efficacité à l'égard des travailleurs «âgés plus jeunes», c.-à-d. de ceux qui ont de 45 à 55 ans, ou peut-être 60 ans. D'autre part, on devrait réserver les ressources destinées au soutien du revenu aux travailleurs âgés «plus âgés», c.-à-d. à ceux qui ont plus de 55 ans, ou peut-être plus de 60 ans. Bien

entendu, les travailleurs âgés de plus de 55 ans doivent rester admissibles aux programmes de recyclage s'ils le désirent. La majorité des recommandations du Groupe de travail est axée sur la question de la réintégration dans la population active des travailleurs âgés déplacés, grâce à des programmes de recyclage.

Le Groupe de travail est d'avis que la seule affectation appropriée des sommes que rapportent les primes d'assurance-chômage versées par l'employeur et les employés est le soutien du revenu, y compris le soutien du revenu pour la formation. En particulier, l'achat de cours de formation doit être financé sur les recettes générales, et non pas sur le compte de l'assurance-chômage.

Manque d'harmonisation de la politique canadienne du marché du travail

Les membres du Groupe de travail se sont dits préoccupés par le manque d'harmonisation qui caractérise la politique et les programmes du marché du travail canadien, situation que l'on qualifie parfois de «balkanisation» de la politique du marché du travail. Certes, il est vrai que la politique du marché du travail relève à la fois du gouvernement fédéral et des provinces et que l'immensité du territoire canadien donne inévitablement lieu à des différences régionales exigeant des politiques et programmes distincts. Néanmoins, il est indésirable que des Canadiens éprouvent des difficultés sur le marché du travail à cause de conflits de compétence entre les instances fédérale et provinciales, d'un manque de collaboration pour le rassemblement des données, de l'inadéquation des normes nationales ou de leur inexistence, des obstacles interprovinciaux à la mobilité des travailleurs, et du chevauchement des programmes. La longue période de gestation du Programme d'adaptation pour les travailleurs âgés (PATA), retardée par le fait que les négociations fédérale-provinciales s'éternisent, illustre bien notre propos. Et il y a bien d'autres exemples.

Il y a présentement un certain dialogue entre les grands responsables de la politique du marché du travail au niveau fédéral et au niveau provincial/territorial. Ainsi, il y a une rencontre fédérale-provinciale/territoriale annuelle des ministres ayant des responsabilités dans le domaine du marché du travail, ainsi que des réunions spéciales de sous-ministres et de groupes de travail. Cependant, ces rencontres officieuses n'ont pas été aussi efficaces qu'elles l'auraient pu pour l'amélioration de la coordination de la politique du marché du travail entre les deux niveaux de gouvernement. Afin d'améliorer l'harmonisation de la politique actuelle du marché du travail au Canada, le Groupe de travail recommande :

Recommendation 1:

La création de structures plus officielles et plus permanentes pour améliorer la coordination entre les ministères fédéral et provinciaux/territoriaux responsables des programmes du marché du travail.

On pourrait proposer la création d'un Conseil fédéral-provincial des ministres responsables des programmes du marché du travail pour mieux coordonner les politiques actuelles. Tous les ministères responsables de programmes du marché du travail devraient y participer. De plus, ce Conseil devrait être appuyé par un secrétariat fédéral-provincial. Un modèle pourrait être le Conseil des ministres de l'Éducation, qui a aidé à améliorer la communication entre les ministres provinciaux de l'Éducation.

Les membres du Groupe de travail ont aussi noté la division ou le morcellement de la responsabilité du marché du travail au sein de chaque palier de gouvernement. Au niveau fédéral, la politique du marché du travail relève d'au moins cinq ministères. Le principal d'entre eux est le ministère de l'Emploi et de l'Immigration, mais d'autres ministères jouent un rôle appréciable. Travail Canada participe au soutien du revenu des travailleurs âgés déplacés par l'intermédiaire du PATA, le Secrétariat d'État s'occupe d'alphabétisation, le ministère de la Santé et du Bien-être s'occupe de programmes du marché du travail au profit des assistés sociaux, et le ministère de l'Industrie, des Sciences et de la Technologie s'occupe de prestations en matière d'adaptation au marché du travail pour certains travailleurs (p. ex., les travailleurs de Hawker-Siddley à Trenton, en Nouvelle-Écosse). Il va sans dire que ce morcellement institutionnel des politiques du marché du travail peut porter à confusion pour le public et amener un dédoublement des efforts entre

ministères. Par ailleurs, certains aspects des politiques du marché du travail peuvent tomber dans les oubliettes lorsqu'aucun ministère n'en assume la responsabilité. Par conséquent, l'efficacité globale de la politique du marché du travail peut s'en trouver réduite.

L'importance de l'information sur le marché du travail

Un élément clé de la formulation de politiques et de programmes efficaces pour les travailleurs âgés est la disponibilité de renseignements de qualité sur les perspectives d'emploi pour ces travailleurs. À moins de savoir où sont les occasions d'emploi, au niveau des régions et des professions, il est très difficile d'établir de quels programmes de formation et de recyclage on a le plus besoin. Le counselling d'emploi est aussi beaucoup plus efficace avec ce genre d'information. Malheureusement, notre système d'information sur les emplois présente deux lacunes graves qui entravent la formulation de politiques et de programmes appropriés pour les travailleurs âgés.

Le premier défaut est le manque de renseignements fiables à l'égard du nombre de postes vacants. L'inexistence d'une enquête sur les postes vacants signifie qu'on n'a pas de données concrètes sur le nombre réel de postes vacants par région ou par profession. Par conséquent, on ne sait pas très bien quelles sont les professions les plus touchées par les pénuries de main-d'oeuvre spécialisée. À une certaine époque, Statistique Canada a mené une enquête nationale sur les postes vacants, qui donnait des renseignements sur les postes vacants par région, par activité économique et par profession. Cette enquête a été annulée en 1978.

Une deuxième grande faiblesse de notre système national d'information sur les emplois, c'est le fait que seule une petite partie des offres d'emploi (on l'évalue à environ un cinquième) est répertoriée dans les Centres d'emploi du Canada (CEC). Les employeurs semblent recourir aux CEC surtout pour combler les postes de bas niveau, et avoir recours à d'autres méthodes de recrutement (agences privées d'emploi, annonces dans les journaux, etc.) pour combler les postes de niveaux intermédiaire et élevé. Il s'ensuit que les CEC, qui ont la responsabilité des éléments clés du système d'information sur les emplois, tels que la Banque nationale d'emplois et le répertoire des postes vacants locaux, ne s'occupent que de l'extrémité inférieure du marché du travail et ne sont pas en mesure de fournir de renseignements complets sur les occasions d'emploi.

On a parfois tenté de définir toute l'ampleur des occasions d'emploi au niveau local. En Ontario, par exemple, les Comités communautaires de formation industrielle (CCFI) ont réuni des renseignements très utiles sur les pénuries de main-d'oeuvre. Cependant, ces renseignements ont été réunis de façon non systématique et pour certaines régions seulement de l'Ontario.

Compte tenu de l'importance des renseignements sur les occasions d'emploi et des lacunes actuelles dans ce domaine, le Groupe de travail recommande :

Recommendation 2:

Le lancement d'une enquête nationale sur les occasions d'emploi afin d'obtenir des estimations fiables des occasions actuelles et futures d'emploi, par région et par profession.

Le gouvernement fédéral doit accorder à Statistique Canada les fonds nécessaires pour réaliser cette enquête. Il faudrait également songer à faire figurer des renseignements sur les embauches et les cessations d'emploi dans cette enquête. Statistique Canada doit exploiter au maximum les sources locales de renseignements sur le marché du travail, comme les CCFI, pour l'élaboration et la mise en oeuvre de l'enquête. Le Groupe de travail reconnaît, naturellement, que cette initiative serait coûteuse et qu'elle présente certains problèmes de méthodologie (voir l'annexe du document de travail pour une analyse de cette question). Néanmoins, il est persuadé que ces renseignements sont cruciaux pour la formulation d'une politique efficace du marché du travail dans les années 1990 et qu'il y a donc lieu d'accorder une très grande priorité à une enquête nationale sur les occasions d'emploi dans le cadre de la définition des besoins statistiques du Canada. Il estime également qu'il est possible de surmonter les difficultés méthodologiques ou que ces dernières ne sont pas assez graves pour remettre en question la fiabilité des résultats.

Une autre recommandation que les membres du Groupe de travail ont débattue à fond a été l'inscription des postes vacants par les employeurs auprès des CEC. Les représentants syndicaux au sein du Groupe de travail auraient voulu que les employeurs soient tenus d'inscrire tous leurs postes vacants auprès des CEC afin de dresser un répertoire complet des postes vacants et d'accroître l'utilité globale de l'organisme public d'emploi. Les membres patronaux estimaient que ce serait imposer un fardeau inacceptable aux entreprises, qui ne recourent pas toutes aux CEC pour doter leurs postes vacants. Les membres patronaux du Groupe de travail, cependant, n'étaient pas contre l'idée d'encourager les employeurs à inscrire leurs postes vacants auprès des CEC. On a noté également que l'enquête sur les occasions d'emploi rendrait inutile l'inscription obligatoire auprès des CEC comme source de renseignements sur les postes vacants. Il n'y a pas eu d'accord sur ce point.

Rôle clé des services de counselling et de soutien

L'un des principaux obstacles à l'égalité d'accès pour tous les groupes - et en particulier les travailleurs âgés - aux programmes du marché du travail est l'insuffisance des services de counselling et de soutien. Dans l'ignorance des options qui s'offrent, et des services de soutien auxquels elles peuvent recourir pour avoir accès à ces options, bien des personnes qui ont besoin d'aide n'en ont pas. Pour de nombreux travailleurs, un counselling approprié sous forme d'«évaluation des besoins» est la clé des occasions futures d'emploi. Ce counselling peut donner à ceux qui ont besoin de formation ou d'autre genre d'aide des renseignements utiles sur les programmes adaptés à leurs besoins précis. Certaines études ont révélé que ce counselling augmente l'estime de soi chez les travailleurs âgés déplacés ainsi que leurs chances de trouver de l'emploi.

La responsabilité de l'orientation des travailleurs âgés en matière d'emploi incombe principalement aux Centres d'emploi du Canada. On craint que les CEC ne s'acquittent pas de leur responsabilité qui consiste à fournir des services d'orientation suffisants et efficaces. Le Groupe de travail croit donc que le ministère de l'Emploi et de l'Immigration devrait renforcer le secteur de l'orientation des CEC soit en améliorant les services existants, soit en y affectant des ressources supplémentaires. Le Groupe de travail reconnaît aussi le rôle important que jouent les groupes communautaires pour le compte des travailleurs âgés qui ont besoin de services de soutien. Il faudrait essayer de susciter la participation des groupes en question de façon à tirer profit de la totalité des compétences disponibles dans les cas d'adaptation difficile.

Le Groupe de travail estime que les agents d'emploi de la CEC doivent accorder plus de temps et d'attention aux obstacles auxquels se heurtent les travailleurs âgés. Il serait donc utile d'intensifier le counselling et l'éducation pour donner aux travailleurs âgés des aptitudes de recherche d'emploi et les acheminer vers une formation pertinente. Cela exige que les conseillers qui traitent avec les travailleurs âgés soient sensibles aux caractéristiques d'activité tout à fait particulières de ce groupe. En outre, les CEC doivent sensibiliser davantage la population de travailleurs âgés à leurs divers services, comme le counselling.

Le Groupe de travail reconnaît qu'une intensification de l'effort de counselling et de placement coûte très cher. Cependant, l'OCDE a observé une corrélation directe entre les ressources consacrées et le succès des mesures de mise en présence des groupes désavantagés et des emplois. C'est en Suède que l'on retrouve le plus fort taux de conseillers par 10 000 actifs ainsi que le plus faible taux de chômage chez les travailleurs âgés. Le Canada, par contre, a un très faible taux de conseillers par 10 000 actifs. Il serait donc très logique de consacrer davantage de ressources au counselling des personnes âgées pour accroître l'efficience du marché du travail.

L'OCDE a aussi relevé que les services de soutien sont le plus efficaces lorsque les fonctions d'orientation professionnelle et de placement en emploi sont bien intégrées. Dans certains pays, ces fonctions sont assurées par deux conseillers; dans d'autres, comme le Canada, un conseiller est responsable des deux. L'intégration des deux fonctions facilite l'homogénéité entre les genres d'emplois que recherchent les travailleurs âgés déplacés après leur recyclage et les occasions effectives d'emploi qu'offrent les employeurs.

L'un des résultats importants d'une approche plus proactive en matière de counselling, c'est qu'on recueille de précieux renseignements sur les travailleurs âgés, et qu'on détermine les motifs pour lesquels ils sous-utilisent les organismes publics d'emploi. L'intensification du counselling ferait en outre bien mieux comprendre aux agents d'emploi les caractéristiques tout à fait particulières d'activité des travailleurs âgés et les aiderait à concevoir ou à réviser des programmes adaptés à ce groupe.

Le counselling au moment de l'avis de la perte d'emploi s'est révélé extrêmement efficient. Par le counselling, on arrive le mieux à déceler ceux qui sauront le mieux profiter de la formation, ainsi que ceux qui ont le plus de chances de connaître un chômage de longue durée. Un diagnostic précoce permet d'inscrire ces personnes rapidement à des programmes de recyclage. Cela empêche la détérioration de la qualification et du moral sous l'effet du chômage de longue durée (six mois), qui constitue aujourd'hui une condition préalable pour être admissible à certains programmes de formation de la Planification de l'emploi. Le counselling comme celui que dispense le Service d'aide à l'adaptation de l'industrie (S.A.A.I.) s'est révélé particulièrement efficace.

Le counselling constitue une partie essentielle du processus d'adaptation et devrait avoir lieu le plus tôt possible. Le ministère de l'Emploi et de l'Immigration devrait concentrer ses efforts sur le rôle des Centres d'emploi du Canada et sur les comités du Service d'aide à l'adaptation de l'industrie, pour donner un counselling intensif dès le premier indice d'une perte d'emploi, afin de pouvoir faire la distinction entre ceux qui courent le plus grand risque de chômage de longue durée et ceux qui ont de bonnes chances de se replacer rapidement.

À la lumière de l'analyse qui précède, le Groupe de travail recommande donc au gouvernement :

Recommendation 3:

De faire du counselling une grande priorité des Centres d'emploi du Canada (CEC).

Recommendation 4:

De faire en sorte que les Centres d'emploi du Canada mettent au point des services spécialisés de counselling à l'intention des travailleurs âgés.

Ces deux recommandations supposeraient la formation de conseillers du CEC pour les sensibiliser aux besoins particuliers des travailleurs âgés et les mettre bien au courant des diverses options de formation et de réemploi qui s'offrent aux travailleurs âgés. Ces conseillers seraient en mesure de procéder à l'évaluation des besoins des travailleurs âgés et de les guider dans le réseau complexe des programmes qui prodiguent une formation et des services de soutien au profit des travailleurs âgés. Comme l'a dit un des membres du Groupe de travail, «le dédale actuel des programmes ressemble à un réseau routier dont personne n'a la carte.»

Recommendations 5:

Faire en sorte que les Centres d'emploi du Canada fassent porter leurs efforts sur un counselling beaucoup plus intense pour les travailleurs âgés sur le point de perdre leur emploi afin de déceler ceux qui ont des problèmes de réemploi.

Ce counselling compense le fait que les travailleurs âgés sont moins en mesure de se chercher de l'emploi. Cet effort de counselling doit être étroitement intégré avec une meilleure information sur les occasions d'emploi qui découleront de la recommandation 2. Les conseillers sensibiliseraient les travailleurs déplacés à leurs options de réemploi et les inciteraient à entreprendre une formation ou, dans certains cas, à envisager la retraite. Cette recommandation exigerait des ressources supplémentaires pour l'affectation de conseillers aux CEC et obligerait à consacrer des sommes supplémentaires à des cours de counselling pour les employés des CEC, mais cela ne coûterait pas plus cher pour les travailleurs à former.

Inaccessibilité des programmes du marché du travail

Un grand nombre de membres du Groupe de travail craignent que certains groupes de la société canadienne ne semblent pas avoir un accès équitable aux programmes du marché du travail. Par exemple, les femmes sont toujours fortement sous-

représentées dans les programmes d'apprentissage, alors que les travailleurs âgés le sont dans les programmes de la Planification de l'emploi. Une grande part de cette inégalité de représentation provient des obstacles qui se dressent devant les groupes sous-représentés participant aux programmes du marché du travail.

Parmi les obstacles qui touchent les travailleurs âgés, mentionnons l'insuffisance du soutien du revenu, les travailleurs âgés étant vraisemblablement davantage conscients des questions de sécurité que leurs collègues plus jeunes; les niveaux peu élevés d'alphabétisation, qui ne constituent pas une base suffisante pour la formation professionnelle; l'inaccessibilité des programmes de la Planification de l'emploi pour les Canadiens âgés qui résident à l'extérieur des centres urbains; et la discrimination, consciente ou pas, dont font l'objet les travailleurs âgés du fait de stéréotypes négatifs. Il est important d'abolir ces obstacles le plus vite possible.

Le ministère de l'Emploi et de l'Immigration sait que les travailleurs âgés se heurtent à de plus grands obstacles sur le marché du travail que bien d'autres travailleurs et il cherche à améliorer l'accessibilité des programmes du marché du travail pour ce groupe.

La plupart des programmes de la Planification de l'emploi imposent une période d'attente de six mois à la personne qui veut s'inscrire à un programme de formation. Une exception est l'option Emploi continu, en vertu du programme Acquisition de compétences, qui ne s'adresse qu'à ceux qui sont en chômage depuis moins de quatre mois. Cette option aide les employeurs qui prennent de l'expansion à embaucher et à former des travailleurs qui ont été mis à pied, en leur remboursant les salaires des participants. Cette option coûte actuellement moins de deux millions de dollars, et elle n'est pas beaucoup utilisée. Le ministère de l'Emploi et de l'Immigration a proposé l'expansion de l'option Emploi continu dans le cadre de la Stratégie de mise en valeur de la main-d'oeuvre. Comme le Groupe de travail appuie le concept de la formation destinée aux travailleurs déplacés sans période d'attente de six mois, il recommande que :

Recommendation 6:

L'option Emploi continu fasse l'objet d'un appui supplémentaire destiné à aider les nouveaux employeurs ou ceux qui prennent de l'expansion à former et à employer les travailleurs âgés récemment mis à pied par d'autres entreprises. Il importe de maintenir intégralement la composante «formation» du programme et de veiller à ce que le programme ne devienne pas une subvention salariale aux employeurs.

La période de chômage de six mois qui constitue une condition d'inscription à la plupart des programmes de formation de la Planification de l'emploi réduit considérablement l'accessibilité à court terme des programmes du marché du travail pour les travailleurs âgés. Puisqu'un counselling efficace peut faire repérer les travailleurs âgés qui ont le plus de chances d'être en chômage six mois après leur congédiement, le Groupe de travail a conclu que cette période d'attente de six mois ne sert pas à grand-chose. Par conséquent, le Groupe de travail recommande que :

Recommendation 7:

Les travailleurs âgés déplacés ne soient pas assujettis à une période d'attente avant d'être admissibles aux programmes de recyclage de la Planification de l'emploi.

La Planification de l'emploi a désigné comme groupes cibles certains groupes qui éprouvent de graves problèmes sur le marché. Il y a actuellement quatre groupes cibles : les femmes, les autochtones, les handicapés et les minorités visibles. Les travailleurs âgés présentent aussi des caractéristiques particulières qui rendent plus difficile leur adaptation sur le marché du travail que celle des jeunes travailleurs. Par conséquent, le Groupe de travail a conclu que les travailleurs âgés auraient davantage accès aux programmes du marché du travail s'ils constituaient un groupe cible. Manifestation concrète de la plus grande priorité qu'il faut accorder aux travailleurs âgés déplacés compte tenu de la gravité des problèmes qu'ils éprouvent sur le marché du travail et de leur incapacité d'avoir accès aux programmes du marché du travail, le Groupe de travail recommande que :

Recommendation 8:

Les travailleurs âgés déplacés soient désignés comme groupe cible aux fins des programmes du marché du travail.

La conception et la structure inappropriées de certains programmes de formation destinés aux travailleurs âgés constitue un programme étroitement lié à l'accessibilité des programmes en question. Par exemple, les techniques utilisées dans les programmes de formation omettent souvent de tenir compte des besoins spéciaux des travailleurs âgés. Les programmes actuels reposent souvent sur des méthodes «empiriques» qui conviennent mieux aux travailleurs plus jeunes. Ces méthodes mettent l'accent sur l'enseignement verbal comme celui qui se donne en classe et sur les examens basées avant tout sur la mémoire. Les travailleurs âgés, toutefois, réagissent beaucoup plus efficacement aux méthodes moins conventionnelles basées sur l'enseignement non verbal donné à un rythme qui permet aux stagiaires de découvrir par eux-mêmes comment fonctionnent les choses. Le Groupe de travail estime que les programmes de formation destinés aux travailleurs âgés devraient tenir compte des besoins particuliers de ces groupes.

L'importance de la formation professionnelle de base

Un thème fréquent lors des réunions du Groupe de travail a été celui du nombre considérable de Canadiens qui ne savent pas assez lire et compter pour fonctionner efficacement dans un milieu de travail exigeant de plus en plus de compétences. Sans cette qualification de base, il ne saurait y avoir de formation complémentaire nécessaire à la mise en oeuvre de nouvelles technologies. De nombreux membres du Groupe de travail ont souligné qu'il faut d'abord élever le niveau de la qualification de base de la main-d'oeuvre avant de songer à mettre en place une culture nationale de la formation.

Les travailleurs âgés dont on peut dire qu'ils appartiennent à la catégorie «à risques» ont généralement une formation scolaire très élémentaire, ce qui constitue dans certains cas un grave obstacle à l'emploi. La fréquence de l'analphabétisation est également plus élevée chez les travailleurs âgés. Ces derniers présentent donc souvent moins d'intérêt pour les employeurs que les travailleurs plus jeunes, mieux instruits.

Il faut de toute évidence disposer de politiques qui améliorent le niveau général d'alphabétisation et de qualification de base des travailleurs âgés pour réduire les difficultés que les travailleurs âgés ont à trouver de l'emploi. Le problème semble découler de divers facteurs : l'insuffisance du financement pour certains genres de programmes d'alphabétisation qui ont remporté des succès; le fait que les personnes ne s'inscrivent pas aux programmes d'alphabétisation parce qu'elles manquent d'information ou qu'elles refusent de se reconnaître illettrées; et les occasions limitées pour les travailleurs âgés de relever leur qualification de base. Par exemple, une récente étude de Travail Canada a révélé que seulement 6 % des grandes conventions collectives renferment une disposition pour un congé d'études général pour l'amélioration de la qualification de base.

Par conséquent, le gouvernement devrait :

Recommendation 9:

Encourager les entreprises et les syndicats à mettre sur pied des programmes d'alphabétisation en milieu de travail. Les établissements d'enseignement publics doivent jouer un rôle prépondérant dans la formulation et la mise en oeuvre de ces programmes;

Recommendation 10:

Augmenter le nombre des travailleurs âgés analphabètes qui prennent des cours d'équivalence en vertu de l'article 26 de la Loi sur l'assurance-chômage grâce à l'augmentation du financement aussi bien que de la promotion de ces programmes. Cela donnerait aux travailleurs âgés peu instruits une meilleure chance de se qualifier pour une formation supplémentaire nécessitant un certain niveau de capacité de lire et d'écrire.

Disparités régionales des occasions d'emploi

Les travailleurs âgés qui ont passé leur vie dans une ville ou une région particulière sont souvent peu disposés à déménager pour chercher du travail dans un autre coin du pays. Dans une certaine mesure, cela représente un désir compréhensible de rester

près de sa famille et de ses amis. Les travailleurs âgés dans des industries en déclin situées dans de petites localités, toutefois, se heurtent souvent à des difficultés particulières, puisqu'une fermeture d'usine ou une réduction d'effectif chez un grand employeur peut avoir des suites fâcheuses sur la valeur des maisons - et donc sur leur aptitude à se payer un logement dans une nouvelle localité. En outre, ceux qui déménagent vers un nouvel endroit pour chercher de l'emploi constatent souvent que les employeurs y préfèrent embaucher des travailleurs locaux.

S'il est probable que les travailleurs âgés sont généralement moins disposés à déménager que les plus jeunes, certains travailleurs âgés déplacés, en particulier dans le groupe d'âge de 45-54 ans, pourraient être disposés à déménager. Le gouvernement encourage actuellement la mobilité en permettant aux personnes de déduire leurs dépenses de déménagement aux fins de l'impôt sur le revenu. Le programme de Mobilité de la Planification de l'emploi prévoit aussi huit millions de dollars par an pour compenser le coût des déménagements pour certains travailleurs. Cependant, compte tenu de l'inadéquation géographique entre la localisation des chômeurs et des occasions d'emploi disponibles au Canada, on pourrait faire valoir que ce niveau d'aide est insuffisant. Par conséquent, le Groupe de travail recommande que :

Recommendation 11:

Le gouvernement assure une aide financière supplémentaire pour permettre aux travailleurs âgés de se relocaliser. Cette aide ne doit pas être financée sur les primes d'assurance-chômage.

Rigidité des régimes de travail

La rigidité des régimes de travail peut également constituer une entrave à l'emploi des travailleurs âgés. Selon la recherche, on constate, par exemple, que les travailleurs âgés et les retraités s'intéressent particulièrement à des options de travail à temps partiel et de retraite progressive, ainsi qu'aux horaires souples, au partage volontaire des tâches, et à la semaine comprimée. Il est cependant possible que la structure des avantages sociaux et des politiques en matière de régimes de retraite ne permettent pas ces options sans qu'il y ait perte financière considérable pour le travailleur âgé. L'insensibilité aux besoins spéciaux des travailleurs âgés dans le domaine de la conception des postes et de leur modification peut également constituer un frein réel à leurs possibilités d'emploi. Un grand nombre des emplois dont les travailleurs âgés sont souvent exclus, par exemple, pourraient être rendus plus accessibles grâce à des modifications relativement simples de leur mode d'exécution.

Le Groupe de travail encourage les employeurs à adopter des horaires de travail flexibles afin de faciliter l'emploi des travailleurs âgés. Lorsque les structures de prestations et les régimes de pension en vigueur ne permettent pas de telles options sans entraîner de pertes financières pour le travailleur, on espère que l'on pourra prendre des dispositions pour éviter que le travailleur ne soit pénalisé.

La question des régimes de travail plus souples a peut-être une importance encore plus critique pour les travailleurs âgés de 55 ans et plus. La recherche démontre que les personnes préfèrent bien souvent demeurer au moins partiellement employées plutôt que de prendre carrément leur retraite. Comme les travailleurs âgés représentent une ressource importante pour leur employeur à cause de leur expérience et de leur compétence, il est dans l'intérêt de la société de leur permettre de demeurer dans la population active aussi longtemps qu'ils le désirent. Compte tenu des pénuries de main-d'oeuvre prévues, il faudrait faire droit à ce désir dans toute la mesure du possible.

Afin d'encourager une plus grande souplesse des régimes de travail en vue de faciliter l'emploi des travailleurs âgés, le Groupe de travail recommande que le gouvernement :

Recommendation 12:

S'emploie plus activement à sensibiliser les employeurs aux avantages de garder au travail les travailleurs âgés, à leurs besoins spéciaux et à la manière dont ils pourraient répondre à ces besoins par des options telles que la retraite progressive, l'emploi à temps partiel, les horaires souples, le partage volontaire des tâches et la semaine comprimée.

Soutien du revenu pour les travailleurs âgés déplacés

L'une des questions caractéristiques des travailleurs âgés est celle du soutien du revenu à l'égard des travailleurs âgés déplacés. À vrai dire, la réintégration dans la population active n'est pas la seule option qui s'offre aux travailleurs âgés déplacés. Une autre option consiste en des politiques de soutien au retrait du marché du travail pour les personnes de 55 ans et plus, et plus encore, pour celles de plus de 60 ans. Le principe de base de cette approche, c'est que la réintégration dans la population active ne constitue pas une option réaliste. C'est à la fois le manque de possibilités d'emploi de rechange dans certains secteurs et la perspective irréaliste de réemploi grâce à une formation professionnelle ou au déménagement qui nous poussent à cette conclusion. Pour les travailleurs qui approchent les 65 ans, on est justifié de dire que les employeurs ont une responsabilité majeure à assurer un soutien du revenu de transition jusqu'à l'âge de 65 ans.

Deux modifications à la réglementation de l'assurance-chômage au milieu des années 1980 ont réduit le niveau de soutien du revenu pour les travailleurs âgés. Aux fins de la détermination de l'admissibilité aux prestations d'assurance-chômage, on a commencé à traiter les indemnités de cessation d'emploi non plus comme un paiement forfaitaire, mais comme un revenu d'emploi. Par conséquent, les travailleurs ont perdu leur admissibilité aux prestations d'assurance-chômage pendant la période où leurs indemnités de cessation d'emploi leur assuraient un soutien du revenu équivalant à leur salaire. Après cette période, l'admissibilité normale aux prestations d'assurance-chômage est rétablie et les travailleurs peuvent toucher les prestations d'assurance-chômage pendant un maximum de 52 semaines.

Le deuxième changement concernait le traitement du revenu provenant des régimes de retraite patronaux et du RPC/RRQ. Le revenu de pensions est désormais considéré comme revenu d'emploi et déduit, dollar pour dollar, des prestations d'assurance-chômage en sus du niveau de déduction de la rémunération permise (25 % du niveau des prestations). Ce changement décourage effectivement de nombreux travailleurs âgés de prendre une retraite anticipée.

Le système actuel de soutien du revenu répond désormais moins bien aux besoins des travailleurs âgés déplacés sous l'effet de ces deux changements. Par conséquent, le Groupe de travail recommande que le gouvernement améliore le soutien du revenu pour les travailleurs âgés en :

Recommendation 13:

Modifiant la réglementation actuelle régissant le traitement de l'indemnité de cessation d'emploi et le revenu de pensions pour revenir à la formule d'avant 1984 pour l'admissibilité aux prestations de chômage.

Le Groupe de travail a analysé dans quelle mesure le Programme d'adaptation pour les travailleurs âgés (PATA) répond aux besoins de remplacement du revenu des travailleurs âgés déplacés. Les membres syndicaux du Groupe de travail ont estimé que le programme, dans sa forme actuelle, est insuffisant et qu'il doit être étendu. Les membres patronaux, par contre, ont jugé que cette recommandation est prématurée. Ils sont d'avis qu'il y a lieu d'évaluer le PATA le plus tôt possible afin d'établir si le programme répond bien aux besoins de tous les travailleurs âgés. Après cette évaluation, on pourrait décider s'il y a lieu d'étendre le programme.

Les membres syndicaux du Groupe de travail ont aussi exprimé l'avis qu'il y a lieu de transférer l'administration du PATA de Travail Canada au ministère de l'Emploi et de l'Immigration. Ce dernier, estime-t-il, a plus d'expérience de l'application des programmes et, par le biais des CEC, il pourrait mettre le programme plus à la portée du public. Les membres patronaux du Groupe de travail, cependant, n'ont pas vu de besoin pressant de transférer le PATA de Travail Canada au ministère de l'Emploi et de l'Immigration.

MEMBRES DU GROUPE DE TRAVAIL

Bob Colosimo est vice-président, Relations industrielles, du Canadien Pacifique. Entré au Canadien Pacifique en 1945, il travaille d'abord au Service de l'exploitation du chemin de fer. M. Colosimo est membre de plusieurs associations, dont la Chambre de Commerce du Canada et l'Association des manufacturiers canadiens. Il est aussi membre du Conseil du Centre canadien du marché du travail et de la productivité.

Joanne DeLaurentiis est vice-présidente et directrice des Relations publiques de l'Association des banquiers canadiens. M^me^ De Laurentiis travaille à l'Association des banquiers canadiens depuis 1985. Elle est membre du Comité du tribunal des droits de la personne et du Conseil des employeurs canadiens, et membre du Conseil de l'Institut d'engagement politique.

Gaston Lafleur est président et chef de la direction du Conseil québécois du commerce de détail. M. Lafleur, avocat, a pratiqué le droit commercial, le droit des sociétés et le droit civil pendant 15 ans. Il est membre de plusieurs organismes, dont le Comité provincial de prévention de la criminalité économique et le Centre patronal de santé et sécurité du travail du Québec.

Tim McCarthy est président de la Fédération du travail du Nouveau-Brunswick, poste qu'il occupe depuis 1982. Actif dans sa collectivité, M. McCarthy a déjà été président, secrétaire et trésorier du Conseil du travail du district de Newcastle-Chatham. En 1974, il est élu conseiller de la ville de Newcastle, fonction qu'il occupe jusqu'en 1983.

Tom Norton est directeur général de l'Association des collèges communautaires du Canada. Avant d'assumer cette fonction en 1987, il passe 20 ans au Collège Humber d'arts appliqués et de technologie. Pendant ce temps, il occupe divers postes, dont ceux de vice-président à l'Éducation permanente, vice-président aux Affaires internationales et vice-président aux Affaires collégiales.

Marcel Guy-Pépin est conseiller syndical auprès du Service de recherche de la Confédération des syndicats nationaux (CSN). Il est avec la CSN depuis 1977, ayant été responsable de questions comme l'emploi, les fermetures d'usine, l'assurance-chômage et les régimes de retraite. Tout récemment, M. Pépin a travaillé à des dossiers concernant la formation pour le milieu de travail.

Nancy Riche est vice-présidente exécutive du Congrès du Travail du Canada, poste qu'elle occupe depuis 1986. Auparavant, M^me^ Riche a été secrétaire-trésorière du Syndicat national de la fonction publique provinciale, de 1984 à 1986. Elle a été vice-présidente de la Fédération du travail de Terre-Neuve, de 1978 à 1984. Elle est aussi l'une des deux vice-présidentes syndicales du Nouveau Parti démocratique fédéral.

SECTION II
Prestataires d'assurance-chômage

DOCUMENT DE TRAVAIL

INTRODUCTION

La vaste diversité des circonstances et des besoins des chômeurs au Canada complique la conception des programmes de formation qui leur sont destinés. Chaque année, des millions de Canadiens vivent des périodes de chômage. La plupart n'auront pas besoin de programmes de formation pour trouver un nouvel emploi, ou n'en voudront pas. Il existe cependant des groupes identifiables de personnes dont les perspectives d'emploi sont médiocres, qui risquent d'épuiser leurs prestations d'assurance-chômage et qui peuvent ne trouver que des emplois temporaires ou sans avenir qui ne déboucheront que sur de nouvelles périodes de chômage. Les stratégies de formation qui visent des personnes dont les caractéristiques sont liées au chômage chronique pourraient produire un rendement social appréciable pour les programmes publics.

À l'heure actuelle, seule une faible proportion des chômeurs chroniques participent à des programmes de formation de la Planification de l'emploi (PE), et la formation ne commence habituellement qu'après une très longue période de chômage. Si l'on peut identifier les groupes fragiles au chômage chronique, on pourra intervenir plus rapidement au cours de la période de chômage en offrant des programmes de formation et d'aide que ce n'est présentement le cas en vertu des lignes directrices actuelles. On pourra ainsi transformer en stages de formation productifs de longues semaines de recherche infructueuse d'un emploi.

L'élaboration d'une politique de formation efficace à l'intention des chômeurs doit franchir une série d'étapes importantes.

Il faut tout d'abord identifier les groupes cibles. À cause des budgets limités, les programmes doivent viser avant tout ceux qui profiteront le plus des budgets publics de formation. La clé de la solution consiste à identifier les genres de chômage que la formation subventionnée par l'État peut aider à soulager.

Il faut deuxièmement comprendre les facteurs à l'origine des difficultés du marché du travail pour certains groupes. Même si la plupart des particuliers et des entreprises trouvent suffisamment rentables les investissements consacrés à l'éducation et à la formation, certains chômeurs font face à des contraintes qui rendent extrêmement difficiles la recherche d'un emploi et la formation. Quels obstacles empêchent les employeurs et les employés d'investir adéquatement dans des programmes de formation, avant ou après la disparition d'emplois?

Il faut ensuite se pencher sur le rôle des programmes publics actuels qui visent à faciliter l'adaptation par la formation. Les conditions d'admissibilité à la PE conviennent-elles aux besoins du marché du travail d'aujourd'hui? Le programme d'assurance-chômage facilite-t-il les solutions à long terme pour les chômeurs?

Il faut enfin concevoir des options qui assurent de l'aide là où il en faut tout en conservant ou améliorant les stimulants privés qui catalysent le gros de l'éducation et de la formation.

Ce document portera sur certains des problèmes soulevés par chacune de ces quatre étapes.

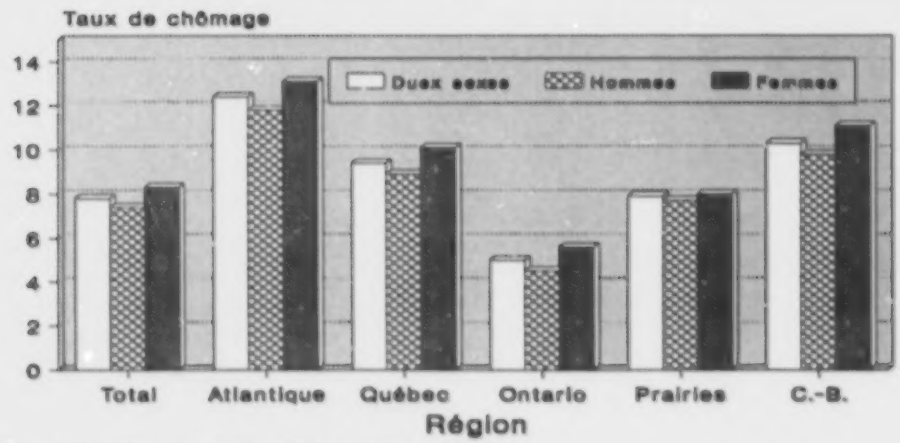
QUI SONT LES CHÔMEURS?

Même en période de prospérité et d'activité palpitante de l'économie, une partie de la population active sera en chômage à cause de l'évolution de la demande de produits, de la fermeture d'entreprises établies et de l'apparition et de l'arrivée à maturité de jeunes entreprises. Dans une économie en santé, les travailleurs qui possèdent des compétences mobiles et adaptables ont habituellement peu de difficulté à trouver un nouvel emploi. Ceux qui possèdent des compétences minimes ou dépassées pourraient demeurer chômeurs pendant longtemps ou ne trouver que des emplois sans avenir et insatisfaisants. C'est pourquoi l'identification des groupes qui ont de la difficulté à s'adapter à l'évolution de l'économie parce qu'ils ne possèdent pas de compétences en demande constitue une étape clé de l'élaboration de programmes de formation à l'intention des chômeurs.

Avant d'analyser les diverses facettes du chômage au Canada, quelques mots sur l'importance des taux de chômage s'imposent. On peut les subdiviser en deux composantes de base, soit la fréquence et la durée. La fréquence désigne le nombre de personnes qui sont en chômage pendant une période donnée, alors que la durée désigne la longueur de la période en question. Un taux de chômage élevé peut être attribuable au fait qu'un grand nombre de personnes sont en chômage pendant une période relativement brève, ou qu'un nombre comparativement plus limité de travailleurs sont en chômage pendant très longtemps.

La distinction entre la durée et la fréquence prend de l'importance lorsqu'on essaie d'identifier des groupes cibles à former. Les taux de chômage selon les groupes ne peuvent à eux seuls identifier un groupe cible, car même un taux de chômage faible peut dissimuler des périodes extrêmement longues de chômage et des difficultés extrêmes pour un groupe limité de personnes qui pourraient bénéficier le plus des budgets de formation. Comme la formation coûte cher et les budgets sont limités, une stratégie pourrait viser essentiellement les groupes relativement restreints qui constituent le gros des chômeurs.

Graphique 1
Taux de chômage en 1988
selon la région et le sexe



Source: Enquête sur la population active

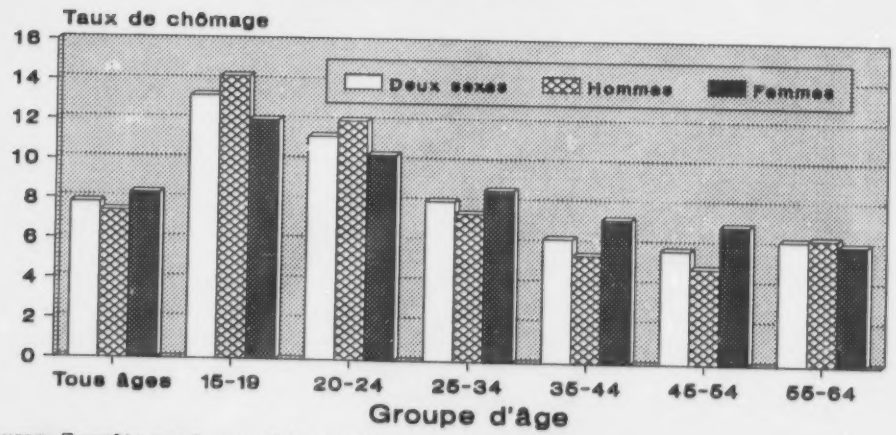
Autre distinction importante à ne pas oublier : la différence entre les chômeurs et les bénéficiaires d'assurance-chômage. Beaucoup de chômeurs, c'est-à-dire de sans travail à la recherche d'un emploi, sont bien entendu inadmissibles à l'assurance-chômage parce qu'ils étaient travailleurs autonomes, étaient inactifs, avaient épuisé leurs prestations ou ne satisfaisaient pas d'une façon ou d'une autre aux exigences minimales pour pouvoir présenter une demande. Ce qui est encore moins clair peut-être, c'est que beaucoup de bénéficiaires de l'assurance-chômage ne cherchent pas activement un emploi mais attendent plutôt d'être rappelés par leur ancien employeur. Une enquête récente a révélé qu'environ 60 % des 2,5 millions de travailleurs mis à pied en 1984 et qui ont touché des prestations d'assurance-chômage sont retournés chez leur ancien employeur, et que jusqu'aux deux tiers du temps total perdu en chômage au Canada sont attribuables aux mises à pied temporaires.

En résumé, les distinctions entre la durée et la fréquence, et entre le chômeur et le bénéficiaire d'assurance-chômage signifient que les taux de chômage ne peuvent à eux seuls identifier les groupes cibles où il est souhaitable d'intervenir parce qu'ils sont victimes du chômage chronique. Il est cependant possible d'identifier certains groupes où la combinaison des composantes durée et fréquence est telle qu'il convient d'y consacrer des ressources et des efforts.

Les données sur le chômage et la formation

Nous essaierons ici d'établir une distinction entre les chômeurs qui réussissent seuls à trouver un nouvel emploi ou à retourner chez un ancien employeur et ceux qui s'embourbent sur le marché du travail à cause d'un obstacle à l'emploi qu'il serait possible d'éliminer. Plusieurs caractéristiques clés aident à identifier les groupes cibles qui risquent le plus d'être en chômage pendant longtemps. On pourrait se baser sur ces caractéristiques pour établir les critères d'admissibilité aux programmes qui mettent l'accent sur l'intervention précoce et la prestation de formation -- bien avant que les intéressés n'aient été en chômage pendant les six mois prévus dans les exigences en vigueur.

Graphique 2
Taux de chômange en 1988,
selon l'age et le sexe



Source: Enquête sur la population active
Statistique Canada.

Les taux de chômage

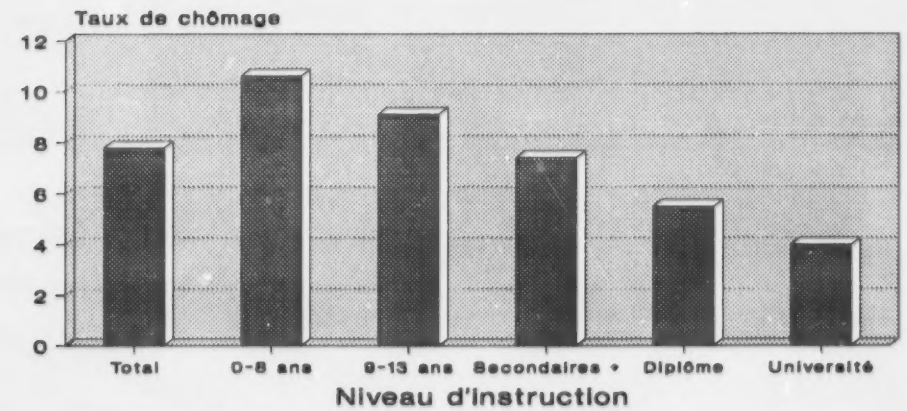
Le graphique 1 à la page 62, indique que les taux de chômage baissent à mesure que l'on s'éloigne des régions côtières du Canada. (Pour plus de détails, voir le tableau 1 de l'annexe B.) Les taux de chômage plus élevés chez les femmes à l'échelon national se retrouvent ainsi au niveau régional.

Le graphique 2, à la page 63, révèle clairement que les taux de chômage baissent régulièrement selon l'âge et recommencent à monter légèrement chez les 55 à 64 ans. Les taux de chômage chez les travailleurs âgés sont beaucoup moins élevés que chez les jeunes travailleurs, ce qui reflète la tendance habituelle de l'emploi chez les jeunes travailleurs : ils occupent des emplois instables et en changent souvent avant d'en trouver un relativement stable. Les taux de chômage sont plus élevés chez les jeunes hommes que chez les jeunes femmes, mais la courbe s'inverse entre 25 et 54 ans et les taux sont à peu près égaux chez les 55 à 64 ans.

Le tableau 2 de l'annexe B contient des détails sur les taux de chômage selon la situation familiale et le sexe. Le taux de chômage de 10,2 % chez les femmes chef de famille, deux fois plus élevé que chez les hommes chef de famille, est peut-être le chiffre le plus alarmant. Il convient aussi de noter que les taux de chômage sont environ deux fois plus élevés chez les hommes célibataires que chez les hommes mariés, alors que chez les femmes, l'état civil a peu d'effet sur le taux de chômage.

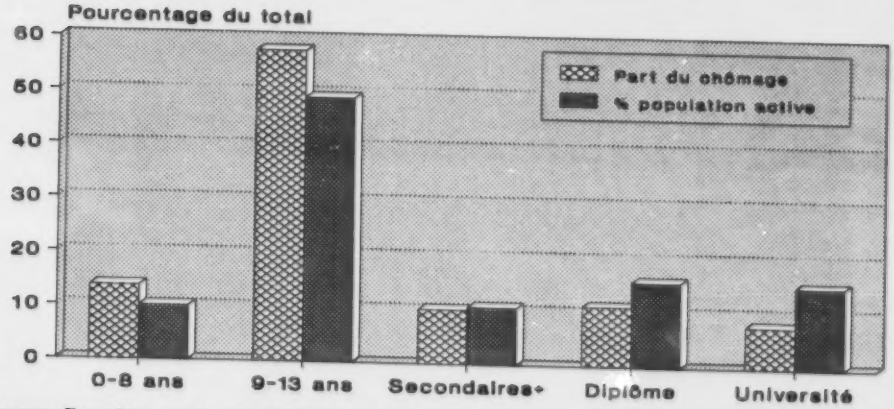
Le graphique 3 décrit le rapport entre le chômage et le niveau d'instruction : le chômage baisse graduellement à mesure que le niveau d'instruction monte. Cette relation apporte beaucoup d'eau au moulin des programmes de formation et d'éducation destinés à lutter contre le chômage. Les chiffres du tableau 3 de l'annexe B indiquent cependant qu'une économie très solide offre des occasions d'emploi même aux travailleurs les moins instruits. Chez les Ontariens possédant de 0 à 8 ans de scolarité, le taux de chômage atteignait 6 %, soit un cinquième de plus seulement que la moyenne ontarienne, alors que dans la plupart des autres provinces, les taux de chômage dépassaient de 30 à 50 % la moyenne chez les travailleurs peu instruits. L'écart semble se creuser à mesure que le taux de chômage provincial augmente, ce qui indique que les travailleurs peu

Graphique 3
Taux de chômage en 1988,
selon le niveau d'instruction



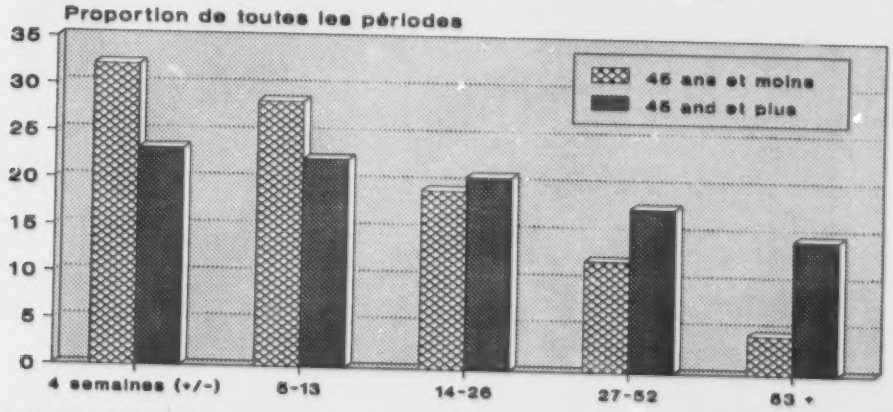
Source: Enquête sur la population active
Statistique Canada.

Graphique 4
Niveau d'instruction des chômeurs et de la population active, 1988



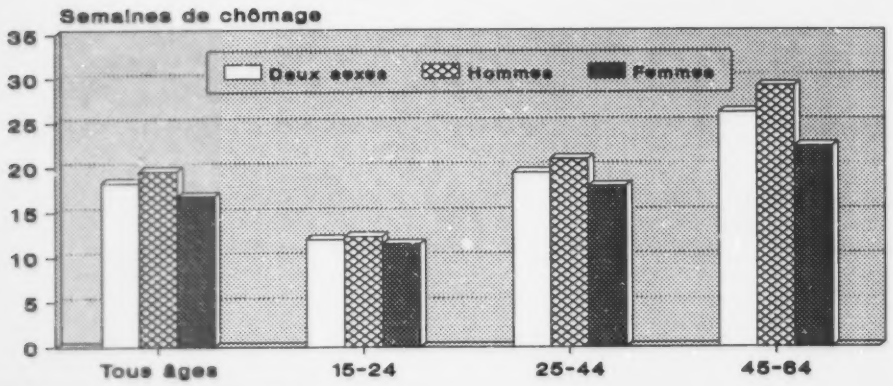
Source: Enquête sur la population active
Statistique Canada.

Graphique 5
Durée des périodes de chômage, 1988
Travailleurs jeunes et travailleurs âgés



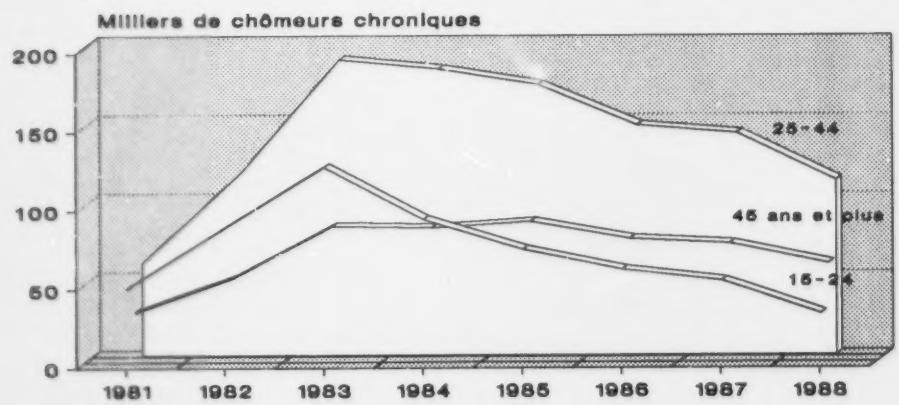
Source: Enquête sur la population active
Statistique Canada.

Graphique 6
Durée mooyenne du chômage selon l'âge et le sexe, 1988



Note: La durée représente la longueur moyenne des periods de chômage incomplètes
Source: Enquête sur la population active, Statistique Canada.

Graphique 7
Chômage chonique, 1981-1988
Nombre de chômeurs chroniques



Source: Enquête sur la population active
Statistique Canada.

instruits sont les plus susceptibles d'être marginalisés dans une économie où le taux de chômage est élevé.

Le graphique 4, à la page 65, révèle que les travailleurs moins instruits connaissent une part disproportionnée du chômage par rapport à leur présence dans la population active. Il indique aussi que 10 % des membres de la population active n'ont même pas commencé des études secondaires.

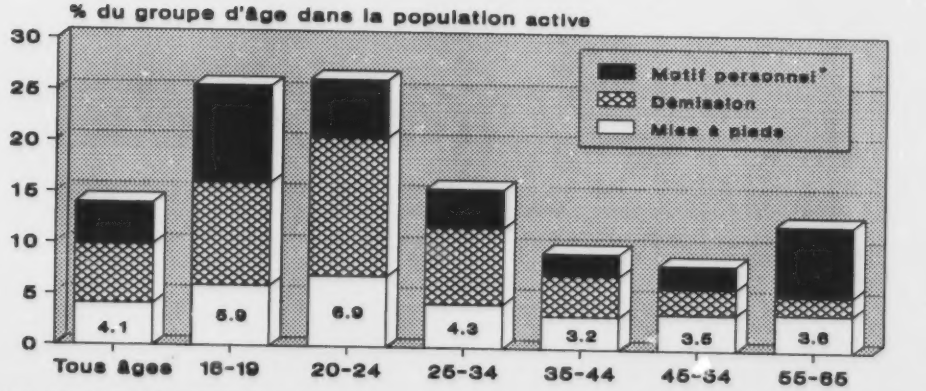
La durée des périodes de chômage

Le graphique 5, à la page 65, révèle que la plupart des périodes de chômage sont relativement brèves : moins d'un mois dans presque le tiers des cas et moins de trois moins dans beaucoup plus que la moitié des cas. Chez les travailleurs de 45 ans et plus, cependant, le chômage chronique est beaucoup plus fréquent que dans le reste de la population active. Presque 15 % des chômeurs âgés ont connu des épisodes de chômage de plus d'un an, ce qui est deux fois plus élevé que la moyenne nationale. Près du tiers des travailleuses âgées ont été en chômage plus de six mois, comparativement à 20 % chez tous les travailleurs. (Pour plus de détails, voir le tableau 4, à l'annexe B.)

Le graphique 6, à la page 66, donne la durée moyenne des périodes de chômage et illustre l'utilité de la distinction entre la fréquence et la durée. Les taux de chômage sont très élevés chez les jeunes, mais la période moyenne de chômage est extrêmement brève : le chômage est donc très fréquent chez les jeunes. Il est par ailleurs peu fréquent chez les travailleurs âgés, mais sa durée moyenne est extrêmement longue et atteint presque 30 semaines chez les hommes de 45 ans et plus.

Le graphique 7, à la page 66, démontre que le nombre annuel moyen de travailleurs en chômage durant au moins six mois a diminué considérablement depuis que le chômage a culminé en 1983. Ce sont les 25 à 44 ans qui sont les plus nombreux chez les chômeurs chroniques, mais leur nombre absolu diminue rapidement. Les tendances illustrées par les graphiques sont attribuables au vieillissement de la population active du Canada et à la fréquence accrue du chômage chronique chez les chômeurs des deux groupes d'âge les plus âgés. Les données relatives à la durée indiquent que le

Graphique 8
Cessations d'emploie à long terme selon le groupe d'âge, 1986

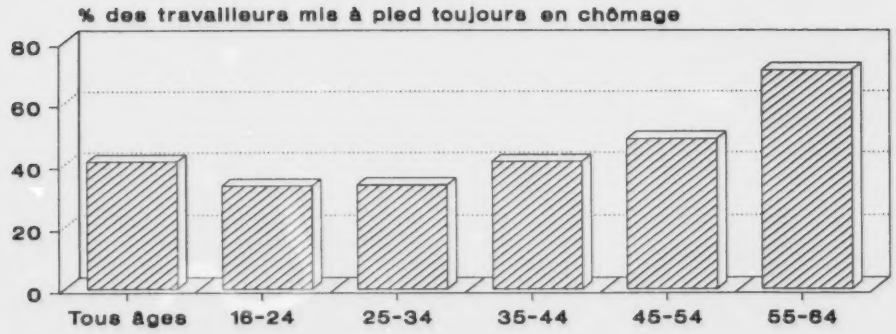


Nota: Les données s'applique aux travailleurs qui avaient au moins 1 an d'ancienneté avant d'être mis à pied.

* Y compris retraite

Source:Statistique Canada.

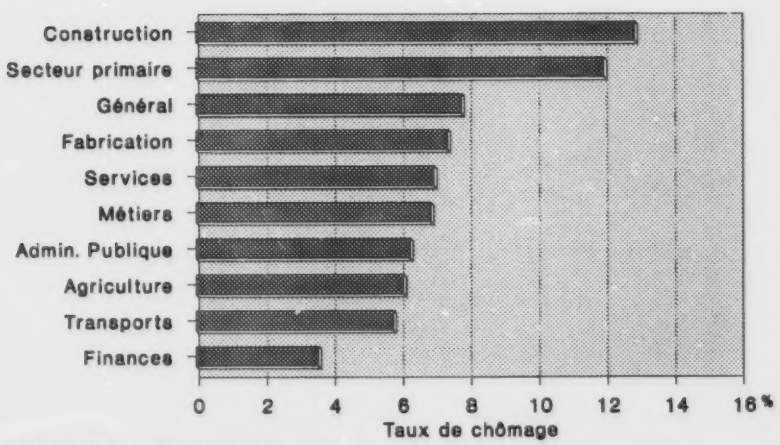
Graphique 9
Taux de chômage en janvier 1987 chez les travailleurs mis à pieds en 1986



Nota:Les données s'appliquent aux travailleurs qui avaient au moins un an d'ancienneté avant d'être mis à pieds

Source: Enquête sur l'activité du marché du travail, Statistique Canada

Graphique 10a
Taux de chômage en 1988 selon l'industrie



Source: Enquête sur la population Statistique Canada.

chômage chronique augmente le plus rapidement, pour le moment et pour l'avenir prévisible, chez les travailleurs âgés, volte-face importante par rapport au problème de chômage qu'ont connu les jeunes au début de la décennie.

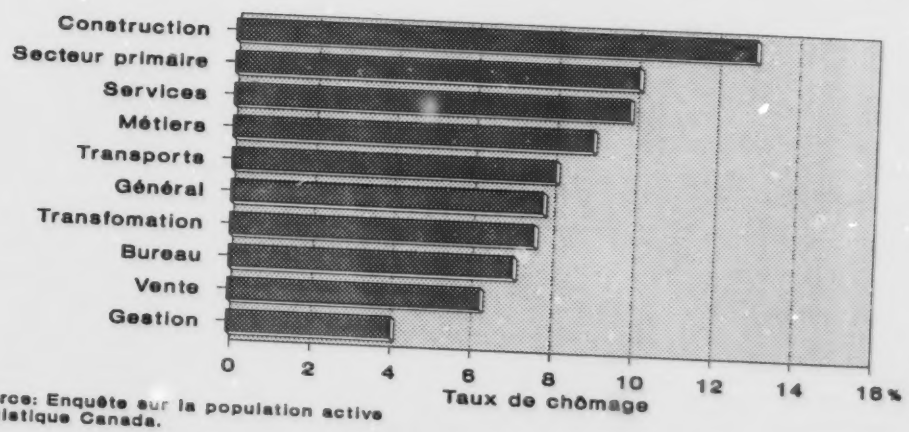
Les causes de chômage

Le graphique 8 (voir page 67) illustre les différences entre les taux de cessation d'emploi chez les travailleurs de groupes d'âge différents en fonction des motifs invoqués de cessation d'un emploi détenu durant au moins un an. Les taux de roulement sont beaucoup plus élevés chez les jeunes, mais la plupart des taux plus élevés résultent de cessations d'emploi pour des raisons personnelles comme les retours à l'école et les congés de maternité, et de démissions, qui comprennent l'acceptation d'un nouvel emploi. La protection contre les mises à pied, c'est-à-dire les cessations d'emploi involontaires, assurée par l'âge semble culminer chez les 35 à 44 ans et reculer légèrement par la suite, ce qui est peut-être le plus significatif. Les travailleurs âgés ne sont donc pas plus protégés contre les mises à pied que la plupart des travailleurs dans la force de l'âge et il se peut en réalité qu'ils risquent davantage d'être mis à pied que certains travailleurs plus jeunes. Les travailleurs âgés constituent un pourcentage relativement important de l'effectif des industries où il se ferme le plus d'usines, ce qui pourrait expliquer en partie ce phénomène.

Les travailleurs âgés ont relativement peu de protection contre les mises à pied, ce qui suscite l'inquiétude à cause des taux de chômage extrêmement élevés qui sévissent chez les chômeurs âgés. Le graphique 9 (voir la page 68) illustre les taux de chômage en janvier 1987 chez les travailleurs qui avaient perdu un emploi permanent en 1986. Les taux augmentent régulièrement avec l'âge, pour atteindre 48 % chez les 45 à 54 ans et une proportion ahurissante de 71 % chez les 55 à 64 ans.

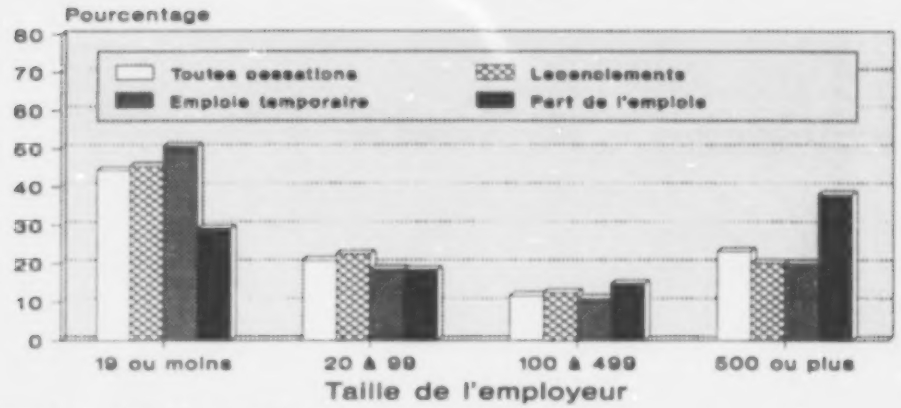
Le graphique 10a (voir la page 68) révèle que les taux de chômage dans l'industrie de la construction et les industries non agricoles du secteur primaire, ce qui comprend la pêche, l'exploitation forestière et l'exploitation minière, dépassent de loin la moyenne nationale : les compétences utilisées dans ces industries ne sont peut-être pas faciles à transférer. Dans les industries de service, et en

Graphique 10b
Taux de chômage en 1988, selon la profession



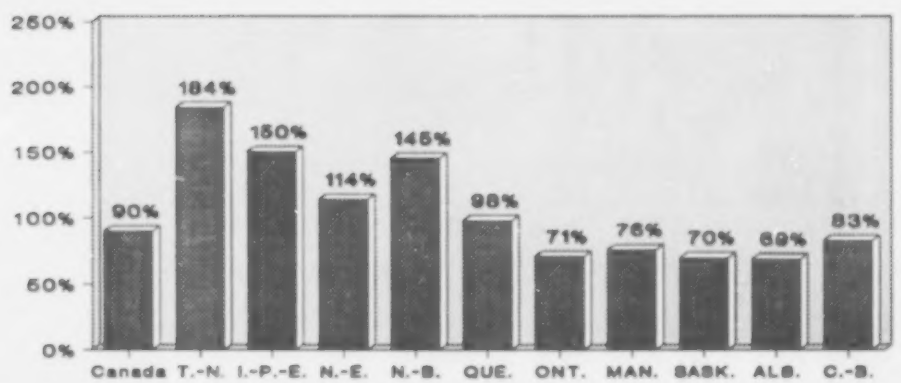
Source: Enquête sur la population active Statistique Canada.

Graphique 11
Ventilation des cessations d'emploie selon la taille de l'employeur, 1986



Source: Enquête sur l'activité du marché du travail, Statistique Canada.

Graphique 12
Bénéficiaires d'A.C. en % des chômeurs, moyennes annuelles, 1988



Source: Enquête sur la population active et statistiques sur l'assurance-chômage, Statistique Canada.

particulier les secteurs des finances et des transports, y compris les communications, les taux de chômage sont très inférieurs à la moyenne. (Voir le tableau 6 à l'annexe B.)

Le graphique 10b, à la page 69, contient une ventilation des taux de chômage selon la profession : ils sont les plus élevés dans les métiers de la construction, ce qui n'est pas étonnant. Les emplois à col blanc, la gestion, le travail de bureau et la vente semblent offrir la meilleure sécurité d'emploi. (Voir le tableau 7 à l'annexe B.)

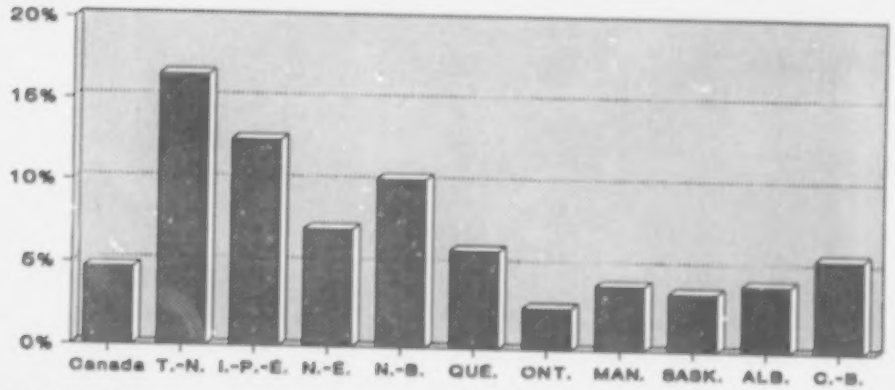
Le graphique 11 (voir la page 70) illustre la répartition des demandeurs d'emplois selon la taille de leur ancien employeur. Les entreprises qui emploient 19 personnes ou moins sont à l'origine de presque 50 % des mises à pied et des cessations d'emploi temporaires attribuables aux entreprises. Si l'on ajoute celles qui emploient de 20 à 99 travailleurs, la proportion passe à presque 70 % du total des mises à pied. Une foule de facteurs pourraient certes expliquer les taux élevés de cessation d'emploi involontaire qui sévissent dans les petites entreprises, mais il est essentiel de signaler qu'il y a peu de chance que les petites entreprises en question offrent des programmes d'adaptation à l'emploi afin d'aider les travailleurs qui risquent d'être mis à pied.

Les bénéficiaires d'assurance-chômage

Les graphiques 12 à 14 décrivent en détail l'importance des prestations d'assurance-chômage au niveau des provinces.

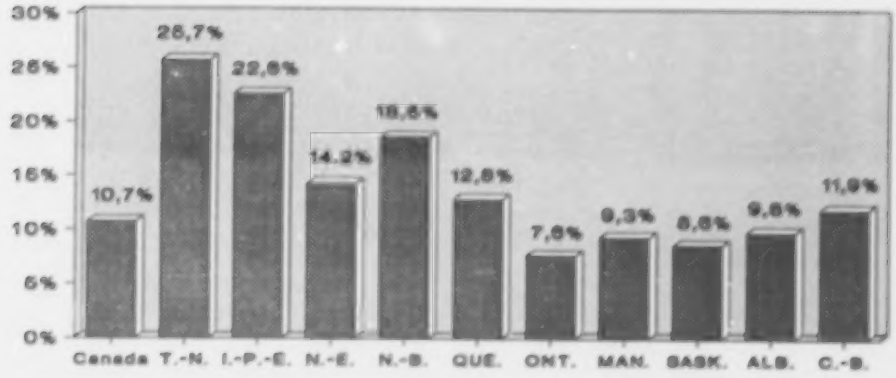
Le graphique 12 (voir la page 70) démontre que les populations de chômeurs et de bénéficiaires d'assurance-chômage peuvent être très différentes. Le nombre de bénéficiaires d'assurance-chômage dépasse celui des chômeurs dans chacune des provinces de l'Atlantique, ce qui est particulièrement étonnant. Pour continuer à toucher leurs prestations, les bénéficiaires d'assurance-chômage doivent prouver qu'ils ont cherché du travail, même s'ils ont épuisé toute possibilité d'emploi réaliste. Ainsi, tous les bénéficiaires d'assurance-chômage ordinaires seraient normalement comptés parmi les chômeurs dont le nombre devrait dépasser celui des bénéficiaires.

Graphique 13
% mensuel moyen des bénéficiares d'A.-C. par rapport à la pop. 15 ans +, 1988



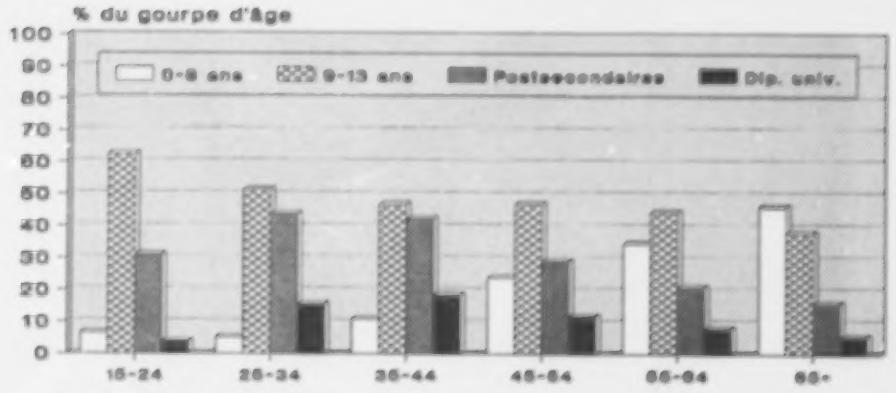
Source: Enquête sur la population active et statistiques sur l'assurance-chômage, Statistique Canada.

Graphique 14
Total des demandes régulières d'A.-C. par % de la population de 15 ans +, 1988



Source: Enquête sur la population active et statistiques sur l'assurance-chômage, Statistique Canada.

Graphique 15
Niveau d'instructionde la popuation en âge de travailler, 1987



Source: Enquête sur la population active statistiques sur l'assurance-chômage, Statistique Canada.

S'il y a plus de bénéficiaires d'assurance-chômage que de chômeurs dans la région de l'Atlantique, c'est peut-être parce que beaucoup de travailleurs découragés ont épuisé tous les débouchés possibles à la satisfaction des dirigeants de l'assurance-chômage et qu'ils ne déclarent peut-être pas qu'ils ont cherché un emploi lorsqu'ils sont interviewés dans le cadre de l'enquête sur la population active. L'enquête classerait ces travailleurs comme inactifs et les exclurait donc des statistiques du chômage. Le manque de débouchés et le partage des emplois entre plusieurs travailleurs pourraient expliquer le nombre relativement élevé des bénéficiaires d'assurance-chômage par rapport à celui des chômeurs dans la région de l'Atlantique.

Le graphique 13, à la page 71, illustre le nombre des bénéficiaires d'assurance-chômage au cours d'un mois moyen en 1988, par rapport à toute la population en âge de travailler. L'est du Canada compte énormément sur les prestations d'assurance-chômage. À l'ouest du Québec, le taux des bénéficiaires dépasse la moyenne nationale en Colombie-Britannique seulement.

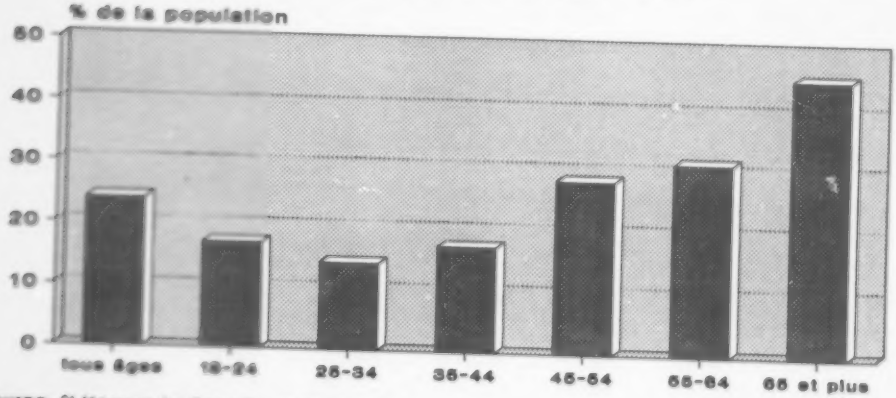
Le graphique 14, à la page 72, contient des détails semblables, mais il illustre le total des nouvelles demandes régulières de prestations d'assurance-chômage en 1988, en pourcentage de la population. En 1988, on a accepté 2,13 millions de demandes régulières d'assurance-chômage pour un paiement hebdomadaire moyen d'un peu moins de 200 $.

L'éducation et l'alphabétisation

L'éducation, l'alphabétisation et des compétences professionnelles flexibles sont des rouages importants de l'adaptabilité du marché du travail au niveau national et individuel. À une ère d'évolution rapide de la technologie et de la concurrence mondialisée, l'hésitation ou l'incapacité dans le domaine du recyclage poseront des problèmes aux chômeurs actuels ainsi qu'à ceux que l'évolution future de l'économie risque de déplacer. Les travailleurs peu instruits et difficiles à former sont et demeureront très fragiles au chômage chronique puisque le manque d'éducation officielle rend le recyclage plus difficile et plus long.

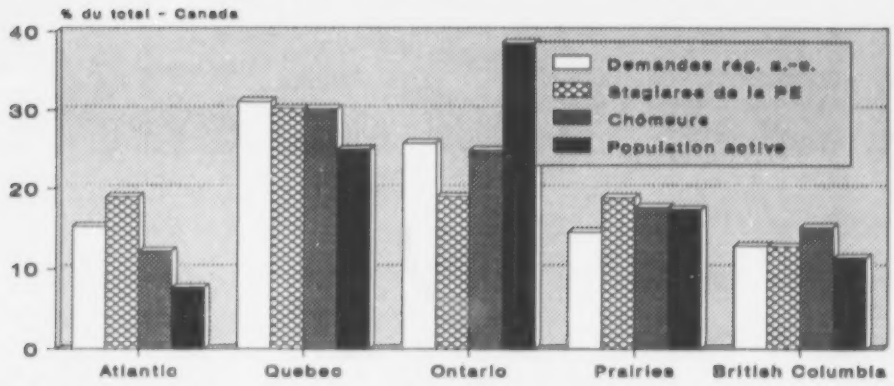
Même si le manque de scolarité affecte beaucoup de jeunes, le graphique 15 (voir la page 72) indique que près du tiers des 55 à 64 ans et le quart des 45 à

Graphique 16
Fréquence de l'analphabétime au Canada, selon le groupe d'âge, 1987



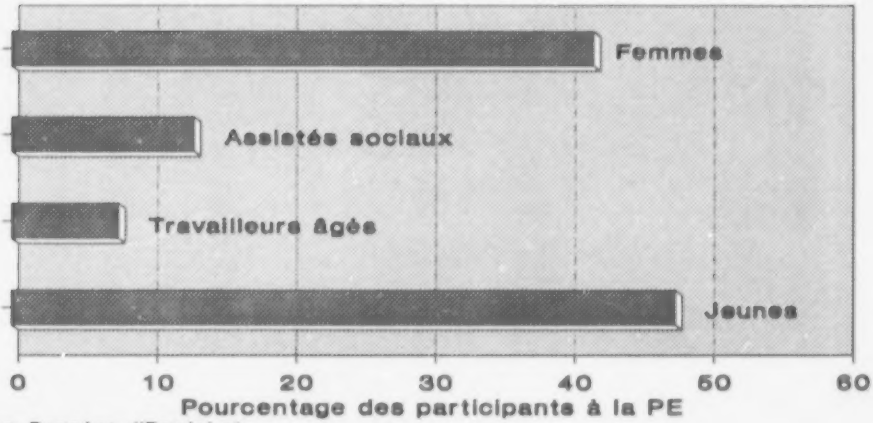
Source: "Literacy in Canada, A Research Report," preparé pour Southam News par The Creative Research Group, 1987.

Graphique 17
Parts des demandes de prestations d'assurance-chômage, 1988



Source: Données d'Emploi et Immigration Canada, de la Commission d'assurance-chômage et de Statistique Canada.

Graphique 18
Participation totale aux programmes PE



Source: Données d'Emploi et Immigration Canada.

54 ans n'ont fait que des études primaires. Chez les membres de la population active, 23 % des travailleurs de 45 ans et plus n'ont même pas une neuvième année, comparativement à moins de 6 % des 25 à 44 ans.

Le graphique 16, à la page 73, révèle que le taux d'analphabétisme grimpe avec l'âge et indique que 28 % des 45 à 54 ans et 31 % des 55 à 64 ans sont essentiellement ou fonctionnellement analphabètes selon la description de l'analphabétisme que l'on trouve dans l'étude Southam de 1987 sur l'alphabétisme. Ces taux d'analphabétisme sont presque deux fois plus élevés que ceux des groupes d'âge plus jeunes. Même si l'on retrouve des gens peu instruits et peu alphabétisés dans tous les groupes d'âge, ces problèmes sévissent surtout chez les travailleurs âgés. Le manque d'instruction, l'analphabétisme et le vieillissement combinés à la perte d'un emploi permanent semblent provoquer des taux de chômage spécialement élevés.

La participation à la PE

Le graphique 17, à la page 74, illustre la répartition des bénéficiaires d'assurance-chômage, des dépenses de la PE, des chômeurs et de la population active entre les régions du Canada. La région de l'Atlantique produit 15,3 % des demandes d'assurance-chômage même si elle ne compte que 7,7 % de la population active. Le Québec produit presque le tiers des demandes régulières d'assurance-chômage même s'il ne compte que le quart de la population active. En Ontario, la part relativement mince des bénéficiaires d'assurance-chômage par rapport à l'importance de la population active démontre la solidité de l'économie de la province. Il est intéressant de constater que l'ouest du Canada produit plus de chômeurs que de demandes de prestations d'assurance-chômage, ce qui est peut-être attribuable au fait que moins de chômeurs sont admissibles aux prestations. Il se pourrait aussi que l'on y hésite davantage à en faire la demande. Les stagiaires de la PE sont répartis de façon à peu près proportionnelle au nombre de chômeurs, sauf dans la région de l'Atlantique, où la proportion des stagiaires est plus élevée, et en Ontario, où elle est plus faible.

Le graphique 18, à la page 74, illustre en détail la participation à divers programmes de la PE au cours de l'année financière 1987-1988. Les femmes profitent des programmes de la PE de façon proportionnelle à la part qu'elles occupent dans la population active, mais les travailleurs âgés de 45 à 64 ans sont très sous-représentés. Les programmes actuels de la PE desservent relativement bien les jeunes travailleurs.

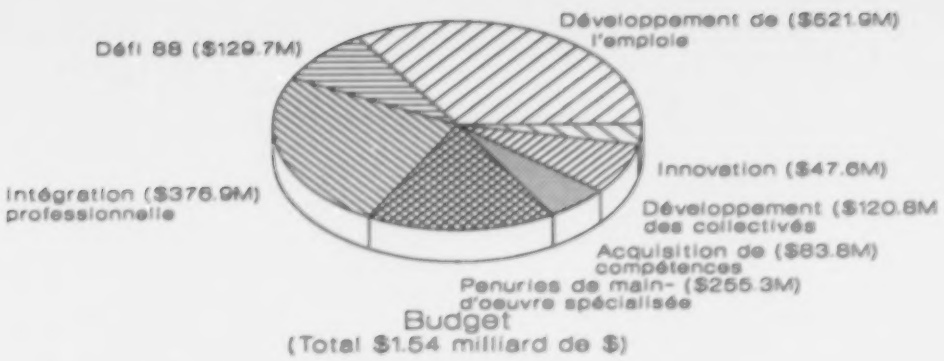
Les graphiques 19 et 20, à la page 76, illustrent les budgets et les taux d'activité prévus pour les divers programmes de la PE au cours de l'année financière 1988-1989. Le Développement de l'emploi et les deux volets de l'Intégration professionnelle, Défi 88 et les autres mesures d'intégration professionnelle reçoivent le gros des budgets et accueillent la plupart des participants à la PE. Les participants aux programmes du volet Intégration professionnelle ne seraient pas admissibles à l'assurance-chômage puisque ces programmes s'adressent aux personnes qui ne font pas partie de la population active. Les participants aux autres programmes sont toutefois beaucoup plus susceptibles d'être admissibles au soutien du revenu prévu à l'article 26 de la Loi sur l'assurance-chômage.

Résumé

Le fardeau que représente le chômage dépend à la fois de sa fréquence et de sa durée. On peut considérer que des périodes de chômage relativement généralisées mais brèves sont normales dans une économie, et que des programmes de formation financés par l'État ne font pas grand chose pour réduire ce chômage à court terme. Il est vrai que le chômage cause toujours des problèmes à certains jeunes travailleurs, mais les graves problèmes de chômage qui sévissaient chez les jeunes il y a une décennie se sont estompés et les programmes actuels de la PE semblent répondre relativement bien aux besoins des jeunes chômeurs.

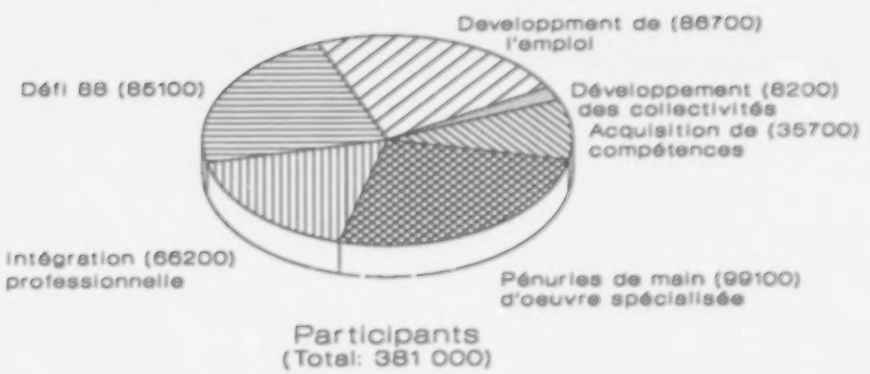
Des programmes de formation qui aideront les travailleurs à la recherche d'un emploi qui voient leurs efforts se heurter à un manque de scolarité ou à des connaissances techniques rares ou désuètes peuvent cependant réduire le coût public et privé élevé du chômage chronique. Ce bref survol du chômage permet de dégager les groupes auxquels le chômage chronique impose un fardeau relativement lourd : les travailleurs de 45 ans et plus, les travailleurs peu instruits et les femmes chef de famille.

Graphique 19
Budgets PE, 1988-89



Source: données d'Emploie et Immigration Canada.

Graphique 20
Participants PE, 1988-89



Nota: On ne connaît pas le nombre prévu de participants au volet innovation.
Source: Données d'EIC.

LES BESOINS DES CHÔMEURS

Il faut analyser séparément les besoins de formation et de recyclage de chacun des groupes cibles identifiés dans le chapitre précédent. Il convient néanmoins de signaler plusieurs facteurs qui s'appliquent en général à ceux qui ont besoin de formation subventionnée par l'État.

Considérations générales

Premièrement, même s'il est possible d'identifier plusieurs caractéristiques des individus qui risquent d'augmenter le nombre des périodes de chômage prolongées, beaucoup de travailleurs présentent plus d'une caractéristique à risque élevé et sont donc spécialement fragiles aux problèmes de marché du travail.

Deuxièmement, si l'on veut s'attaquer aux besoins de formation, il ne faudra pas oublier d'autres besoins comme le revenu, les services de garderie et autres formes d'appui.

Troisièmement, la demande de programmes de formation pour les bénéficiaires d'assurance-chômage dépend énormément de la qualité d'autres programmes qui aident à préparer les travailleurs au marché du travail de l'avenir. S'il est possible d'améliorer aussi les systèmes d'éducation et de formation privés, cela allégera le fardeau que devront supporter les programmes destinés aux chômeurs. Idéalement, d'autres programmes gouvernementaux de formation et des initiatives du secteur privé assureront la formation et le recyclage nécessaires qui pourraient prévenir les périodes de chômage prolongées et coûteuses.

Quatrièmement, les problèmes de formation du Canada vont beaucoup plus loin que ceux que l'on pourrait régler en consacrant 350 millions de dollars de plus aux programmes destinés aux bénéficiaires d'assurance-chômage. Il faudra analyser de façon plus générale le problème de la formation, y compris les sources de financement supplémentaire et la suffisance des programmes autres que ceux qui visent les chômeurs, si l'on veut parvenir à une stratégie détaillée pour faciliter la formation. On mettra de l'avant des solutions qui outrepassent la portée des dépenses suggérées pour le Groupe de travail.

Quels groupes ont le plus besoin de formation?

D'après l'analyse des caractéristiques des chômeurs qui précède, on peut identifier quatre groupes qui ont des besoins spécialement importants et sur lesquels il serait peut-être prudent de concentrer les nouvelles stratégies de formation :

- travailleurs peu instruits;
- travailleurs de 45 ans et plus;
- femmes chef de famille;
- travailleurs qui ont perdu un emploi à long terme, spécialement dans les petites villes.

Il est évident que les travailleurs de ces catégories ne sont pas tous en chômage. Il se pourrait que les programmes visant à répondre aux besoins spéciaux des catégories en question chevauchent les distinctions entre travailleurs actifs et chômeurs.

Quels sont les besoins de formation possibles?

Parmi les besoins de formation clés, on compte notamment les suivants :

- apprendre à lire et à écrire, à compter et à résoudre des problèmes;
- acquisition de l'autonomie fonctionnelle nécessaire pour occuper un emploi;
- orientation professionnelle, y compris renseignements de base sur les professions, les compétences requises;
- aide à la recherche d'un emploi et information sur les emplois disponibles;

- conseils sur les programmes, y compris information sur l'aide financière et autre disponible;
- compétences spécialisées et formation professionnelle et recyclage requis;
- autres besoins : soutien du revenu et services sociaux.

Beaucoup de ces besoins s'appliquent à tous les participants, actifs ou non, et c'est pourquoi il peut être nécessaire à certains égards d'éviter la distinction entre les actifs et les chômeurs. Par exemple, la meilleure façon de répondre aux besoins de formation des chômeurs sera peut-être de s'assurer que tous les participants sur le marché du travail possèdent assez de connaissances générales pour pouvoir acquérir au besoin de nouvelles compétences. C'est pourquoi il faudra peut-être améliorer les connaissances de base des travailleurs actuellement actifs afin de prévenir ou de raccourcir les périodes de chômage. Dans certains cas, il peut être nécessaire d'assurer une formation en autonomie fonctionnelle, des conseils et diverses formes de soutien du revenu pour ceux qui cherchent à entrer dans la population active ou quittent un emploi. Ces occasions de formation devraient certes être offertes aux chômeurs chroniques, mais le meilleur moment de fournir ces compétences à ceux qui ne les possèdent pas, c'est avant le chômage.

Les chômeurs et leurs besoins

Les quatre catégories de personnes les plus susceptibles de tomber en chômage, et leurs besoins éventuels, sont les suivants :

Les travailleurs peu instruits

La plupart des travailleurs peu instruits ne sont ni jeunes ni de nouveaux arrivants dans la population active, mais les jeunes qui quittent l'école pour accepter un emploi à plein temps ont de fortes chances de devenir un cas problème en cas de mise à pied ou d'évolution de la technologie. De récentes estimations du ministère de l'Éducation de l'Ontario indiquent que 32 % des étudiants quittent l'école sans diplôme. La période moyenne du chômage chez les jeunes travailleurs est certes relativement courte, mais le chômage chronique qui y sévit risque d'être concentré chez ceux qui quittent l'école sans posséder les connaissances de base nécessaires pour s'adapter à l'évolution des exigences de l'emploi.

Dans le cas des travailleurs peu instruits, il faut insister désormais sur les connaissances de base pour permettre aux intéressés d'acquérir d'autres connaissances spécialisées. Une forme quelconque de formation subventionnée par l'État peut être nécessaire, mais il serait préférable de redoubler d'efforts pour faire comprendre aux jeunes l'importance de l'éducation de base et de consacrer davantage de ressources à ceux qui risquent de quitter le système scolaire trop tôt.

La simple ignorance des risques liés au manque d'instruction n'est cependant pas la seule explication des abandons scolaires précoces. Un pourcentage important de décrocheurs des écoles secondaires interrompent leurs études pour des raisons financières. Beaucoup peuvent être obligés de quitter l'école pour gagner leur vie.

Les travailleurs désireux de revenir dans la population active, qui sont surtout des femmes à la recherche d'un emploi rémunéré après avoir élevé leur famille, peuvent avoir terminé leurs études secondaires, mais ils ont besoin de renseignements de base sur les techniques de recherche d'un emploi et sur le placement. Il se peut en outre que leurs compétences soient désuètes : par conséquent, ils auront peut-être besoin de recyclage et de perfectionnement au lieu de la formation professionnelle de base nécessaire aux jeunes travailleurs de cette catégorie. Ils peuvent cependant avoir d'autres besoins étrangers à la formation qui affecteront leur capacité de suivre des cours : services de garderie ou soutien du revenu qui dépassent les besoins financiers des jeunes.

Les travailleurs âgés

Par définition, les travailleurs âgés sont des personnes qui quittent leur emploi plutôt que de nouveaux arrivants. Leurs besoins ont trait beaucoup moins aux connaissances de base qu'au perfectionnement et à l'actualisation des compétences. Ils ont aussi d'autres besoins : revenu d'appoint, par exemple, et aide à la mobilité, peut-être.

Les travailleurs qui perdent leur emploi ne sont bien sûr pas tous âgés. Ils sont cependant très

nombreux. Parmi ceux qui perdent leur emploi, les travailleurs âgés ont beaucoup plus de difficulté à s'adapter parce que leurs compétences spécialisées, acquises après de longues années d'expérience, peuvent être difficiles à transférer. Les 15 à 24 ans ont en moyenne un peu plus d'un an d'ancienneté, contre plus de 15 ans chez les hommes et environ 11 ans chez les femmes de plus de 45 ans.

Même si les taux de chômage sont plus faibles chez les travailleurs âgés, ceux-ci ont tendance à être en chômage plus longtemps. Les plus de 45 ans sont habituellement en chômage deux fois plus longtemps que les 15 à 24 ans, ce qui signifie qu'ils ont aussi des besoins spéciaux en matière d'orientation professionnelle.

Comme les employeurs peuvent croire que rien ne les incite à former des travailleurs âgés ou à en embaucher s'ils ont besoin de formation, les administrations publiques devront peut-être soit offrir des incitations pour les encourager à en recruter et en garder, soit offrir de la formation subventionnée par l'État et destinée aux travailleurs âgés. Les efforts de recyclage des travailleurs âgés devraient commencer avant qu'ils perdent leur emploi afin d'éviter les problèmes d'entrée et de réintégration que connaissent les travailleurs âgés.

Les femmes

Comme les femmes sont très concentrées dans certains métiers mal rémunérés, il faut encourager les chômeuses à se lancer dans des professions non traditionnelles. Les statistiques révèlent que les femmes tirent profit des programmes généraux d'élimination des obstacles à l'entrée dans les professions qui exigent des compétences techniques plus poussées et qui sont mieux rémunérées. À l'heure actuelle, les femmes gagnent à peu près 40 % de moins que les hommes, même dans des postes qui exigent des compétences semblables, et ont trois fois plus de chances de travailler à temps partiel que ceux-ci.

Les femmes célibataires qui ont des responsabilités familiales posent un problème spécial. À cause de salaires médiocres et de la rareté et du coût des places de garderie, les mères ont de la difficulté à retourner sur le marché du travail, du moins tant que leurs enfants n'ont pas atteint l'âge scolaire.

Les femmes qui cherchent à revenir sur le marché du travail après s'être occupées à plein temps de leur famille durant des années peuvent se rendre compte que leurs compétences et leur information sur le marché du travail sont désuètes. Elles auront peut-être besoin de services d'orientation professionnelle et de placement en plus de formation spécialisée.

Les chômeurs des petites collectivités

Les chômeurs des petites collectivités peuvent avoir besoin de plus de renseignements sur les débouchés à l'extérieur et sur l'aide à la mobilité pour surmonter le coût élevé du déménagement.

La disponibilité locale des programmes peut affecter le recyclage et le perfectionnement des travailleurs qui perdent un emploi qu'ils occupent depuis longtemps dans une petite localité. Comme les occasions de formation par l'employeur risquent d'y être moins nombreuses, il faudra peut-être axer les programmes sur la formation officielle en établissement plutôt que sur la formation en cours d'emploi.

L'aide à la mobilité disponible affectera aussi la capacité des travailleurs de déménager pour occuper un autre emploi ou pour recevoir de la formation. Les programmes d'amélioration de la mobilité devront tenir compte du fait que beaucoup de travailleurs dans une telle situation sont plus âgés et qu'il ne leur reste par conséquent que peu de temps à travailler. Ainsi, des facteurs comme la transférabilité des régimes de pension ou les autres mesures de soutien du revenu peuvent affecter l'attrait possible d'un déménagement.

LES OBSTACLES À LA FORMATION ET À L'EMPLOI

Les programmes de la Planification de l'emploi n'assurent présentement de la formation qu'à une faible proportion des bénéficiaires d'assurance-chômage. Beaucoup de chômeurs n'ont certes ni le désir ni le besoin d'acquérir la formation spécialisée disponible par l'entremise de la PE, mais beaucoup d'autres ne peuvent en profiter parce qu'ils ne font partie d'aucune des nombreuses catégories admissibles. Même chez les travailleurs admissibles à la formation, toutefois, l'inscription a été limitée par des obstacles et des désincitations à la formation qui se répartissent généralement en deux catégories distinctes : les *obstacles individuels*, qui découlent des circonstances spéciales du bénéficiaire d'assurance-chômage, et les *obstacles systémiques*, qui reflètent les obstacles à la formation et au chômage omniprésents dans la société en général.

Les obstacles individuels

Le manque de connaissances de base

Divers groupes de prestataires d'assurance-chômage, notamment les jeunes, les travailleurs âgés, les immigrants et les mères célibataires, souvent ne possèdent pas les connaissances de l'alphabétisme et du calcul nécessaires pour entreprendre une formation avancée qui leur permettrait de décrocher éventuellement un emploi. À l'heure actuelle, beaucoup de programmes de formation offerts dans le cadre de la PE exigent au moins une dixième année. Même si la PE assure une formation de rattrapage de base aux candidats admissibles à des programmes de formation précis mais qui ne possèdent pas les connaissances élémentaires nécessaires, ce rattrapage n'est offert qu'au niveau secondaire seulement. Pour les 14 % de chômeurs qui ont une huitième année ou moins, il n'existe aucun programme officiel qui permette aux intéressés de porter leur scolarité au niveau qui les rendrait admissibles à des programmes de formation de la PE. De même, les prestataires d'assurance-chômage qui ont besoin de cours de rattrapage mais ne sont pas admissibles aux programmes de formation de la PE n'ont pas droit non plus aux subventions de recyclage scolaire de base offertes en vertu de la PE.

L'insuffisance du revenu

Même si la formation est généralement considérée comme un outil important de mobilité économique, beaucoup de prestataires d'assurance-chômage admissibles à la formation de la PE n'en profitent pas en grande partie parce qu'ils ne croient pas avoir la sécurité financière nécessaire. La faiblesse des allocations de formation ou l'incertitude qu'ils ressentent quant à leur admissibilité découragent en fait certains prestataires d'assurance-chômage admissibles à la formation de la PE d'entreprendre la formation en question.

À cause du labyrinthe complexe des règlements et des conditions qui régissent les mesures fédérales de soutien du revenu, les prestataires d'assurance-chômage ont de la difficulté à déterminer dans quelle mesure la PE couvre les diverses dépenses de formation. La faiblesse des allocations de formation fédérales encourage très peu même ceux qui sont certains d'être admissibles à entreprendre des cours de formation. Dans le cas par exemple des stagiaires qui touchent des prestations d'assurance-chômage, la prestation hebdomadaire permissible est plafonnée à 360 $ avant impôt, ce qui représente un revenu annuel inférieur à 17 000 $.

L'absence de supplément de revenu

Pour les parents, le coût des services de garderie demeure un des obstacles les plus intimidants à la participation aux programmes de formation.

En 1988, il fallait presque 2 millions de places de garderie, mais le système officiel ne pouvait en

fournir que 10 % seulement. Si l'on ne peut assurer aux prestataires d'assurance-chômage des services de garderie de qualité et abordables, les programmes de formation fédéraux ont peu de chances d'attirer un pourcentage plus élevé de femmes.

De même, les allocations prévues par la PE pour les frais de déplacement et les autres dépenses d'emploi ne suffisent souvent pas pour rendre viable la participation à des programmes de formation.

Les obstacles à l'information

Il peut être décourageant pour les chômeurs, et spécialement ceux qui sont peu alphabétisés, d'essayer de se renseigner sur les occasions de formation. Il n'existe pas pour le moment de réseau d'organismes qui dresse la liste de tous les programmes de formation provinciaux et fédéraux offerts aux prestataires d'assurance-chômage. Même les Centres d'emploi du Canada locaux n'ont pas nécessairement de renseignements sur tous les programmes offerts par le gouvernement fédéral. Les prestataires d'assurance-chômage doivent en général compter sur la compétence et la bonne volonté des conseillers en emploi des CEC et espérer que ceux-ci leur fourniront des renseignements clairs et concis sur les programmes de formation auxquels ils sont admissibles. L'accès aux renseignements sur la formation est certes compliqué pour les prestataires d'assurance-chômage en milieu urbain, mais pour ceux des collectivités rurales, il peut être à peu près nul dans certains cas. Beaucoup de collectivités rurales n'ont pas de CEC complet. D'autres encore n'en ont tout simplement pas du tout.

Les obstacles linguistiques

Dans son rapport de 1984, le Comité spécial sur la participation des minorités visibles à la société canadienne a attiré l'attention sur l'insuffisance des cours de langue de base. Même si la PE offre de meilleures occasions de formation linguistique, divers groupes d'intérêt se plaignent toujours, notamment les autochtones pour qui la langue constitue souvent un obstacle majeur à l'éducation supérieure. Il convient de signaler qu'un des principaux volets du programme PE, soit le *Développement de l'emploi*, ne prévoit rien au sujet de la formation des immigrants qui ont besoin de cours de langue.

Les obstacles géographiques et l'isolement des collectivités

Pour certains groupes, et en particulier les autochtones qui vivent sur des réserves ou dans de petites collectivités rurales, l'accès demeure un des principaux obstacles qui les empêche de participer aux programmes de formation de la PE.

Même si la PE offre aux collectivités autochtones diverses possibilités de formation sur réserve, la gamme des options est limitée comparativement à celle qu'on offre aux prestataires d'assurance-chômage des grandes agglomérations urbaines. De plus, les individus disposés à déménager là où les occasions de formation sont meilleures ne savent pas trop quels frais de déménagement et autres sont couverts par le programme de la PE.

Les obstacles systémiques

Le piège de la pauvreté

Pour beaucoup de prestataires d'assurance-chômage, l'obstacle majeur à la formation demeure la possibilité de constater, une fois la formation terminée, que leurs chances de bien gagner leur vie ne se sont pas améliorées.

La PE ne peut garantir à ses participants un emploi, même temporaire, à la fin d'un programme de formation. C'est une lacune majeure du système. Pour les chômeurs chroniques ou les travailleurs qui ont de piètres antécédents professionnels, la formation en vue d'emplois inexistants peut être démoralisante. Même dans le cas des prestataires d'assurance-chômage qui réussissent à trouver un emploi à la fin de leur formation, il y a des chances que le revenu d'un emploi rémunéré dépasse à peine celui des prestations d'assurance-chômage. Bref, la possibilité que la formation PE ne fasse pas grand-chose pour les libérer du cycle emploi à court terme/chômage décourage beaucoup d'individus.

Les obstacles interprovinciaux

Le Canada compte plusieurs marchés du travail. Certaines provinces accordent, dans le domaine de l'emploi, la préférence aux travailleurs locaux à la fois dans la fonction publique et par une réglementation qui régit les achats du secteur public. De plus, les exigences qui régissent l'octroi des permis et de l'accréditation dans certains métiers et professions limitent la mobilité de la main-d'oeuvre. Ces restrictions provinciales à la mobilité peuvent désinciter les prestataires d'assurance-chômage désireux d'entreprendre une formation PE dans des métiers ou professions où ils pourraient être accrédités. De même, des normes scolaires différentes peuvent aussi agir comme obstacles à la formation des prestataires d'assurance-chômage.

Les disparités régionales et les problèmes structurels

On peut comprendre que les prestataires d'assurance-chômage qui vivent dans des régions à croissance lente s'interrogent sur l'utilité de la formation lorsqu'il n'existe aucun débouché. Question justifiée à la lumière du problème chronique des disparités régionales qui se répercutent sur les taux de chômage et les possibilités d'emploi.

Comme l'Ontario et le Québec ont créé plus de 75 % des nouveaux emplois depuis 1983, soit 50 % et 25 % respectivement, les prestataires d'assurance-chômage à travers le Canada n'ont pas tous des chances égales d'accès à la formation en cours d'emploi et aux occasions d'emploi qui en découlent. La PE n'a pas abordé ces questions importantes jusqu'à maintenant. Les efforts de développement régional déployés par d'autres ministères fédéraux n'ont pas réussi non plus à rétablir l'équilibre entre les régions.

Si l'on ne réussit pas à garantir aux stagiaires qu'ils trouveront du travail après avoir reçu une formation, il y a de fortes chances que les prestataires d'assurance-chômage des régions à croissance lente, des collectivités éloignées ou des régions qui devront s'adapter continueront d'hésiter à entreprendre les formes plus limitées de formation que leur offre la PE.

Les critères de sélection de la PE : un obstacle

La Planification de l'emploi vise à «offrir de l'aide là où l'on en a le plus besoin». Cela signifie en pratique que la PE ne fournit de la formation qu'aux individus reconnus comme ayant des difficultés à entrer sur le marché du travail et à y demeurer. Ces clients «très prioritaires» sont les chômeurs chroniques, les femmes de retour sur le marché du travail, les jeunes qui y arrivent, les autochtones, les personnes handicapées, les minorités visibles et les travailleurs menacés par l'évolution de la technologie ou du marché.

Pour répartir les budgets limités des programmes, la formation peut notamment viser des groupes précis de travailleurs désavantagés. Le ciblage pose cependant un problème, car les occasions de formation sont hors de portée de certains groupes de travailleurs. S'ils ne font pas partie des catégories décrites ci-dessus, ils n'ont généralement pas la chance de profiter de la formation PE, peu importe l'acuité de leurs besoins de formation. Les critères de sélection représentent donc un obstacle à la formation dans nombre de cas.

Les critères d'admissibilité constituent certes un obstacle à la participation à la formation PE, mais ils aident à en répartir la mince enveloppe budgétaire. Dans certains cas, toutefois, les critères entraînent un véritable gaspillage des ressources disponibles. Le volet Développement de l'emploi, par exemple, exige en général que le stagiaire ait été en chômage pendant 26 des 30 semaines précédentes, période pendant laquelle il touche inutilement des prestations d'assurance-chômage. Des critères d'admissibilité appropriés permettraient aux intéressés de passer les six mois en question en formation sans qu'il en coûte beaucoup plus pour leur accorder de l'aide financière.

QUELQUES EXPÉRIENCES DE PRÉVISION DU CHÔMAGE

Les grandes entreprises du secteur privé

Il est certes critique d'assurer des occasions de formation aux individus peu qualifiés, mais il est tout aussi important d'essayer de prévoir et de contenir le chômage futur en prenant des mesures de prévention au niveau des entreprises et des collectivités. Les grandes et les petites entreprises, de même que les établissements d'enseignement communautaires, ont tous un rôle à jouer pour répondre aux besoins de formation des travailleurs avant qu'ils perdent leur emploi. Les gros employeurs du secteur privé ont en particulier une chance unique de fournir des conseils et même du recyclage aux employés sur le point d'être mis à pied.

Cette approche proactive a jusqu'à maintenant été plus répandue en Europe qu'en Amérique du Nord, mais les gros employeurs nord-américains semblent commencer à répondre aux besoins de formation des travailleurs mis à pied. Les exemples d'ententes patronales-syndicales visant à fournir aux ex-employés l'occasion d'améliorer leurs compétences professionnelles avant de passer à un nouvel emploi sont nombreux aux États-Unis. Ford Motor Co. a par exemple établi, en collaboration avec les Travailleurs unis de l'automobile, un *Centre national de formation et de perfectionnement* à Dearborn, au Michigan, qui forme des travailleurs actifs et mis à pied. Le Centre est financé par les TUA, Ford et l'état du Michigan. Les TUA ont lancé des programmes semblables en collaboration avec General Motors. De concert avec les Travailleurs canadiens de l'automobile, GM du Canada a aussi lancé des programmes novateurs de formation et de recyclage qui pourraient se révéler un modèle d'avenir.

AT&T a aussi établi un programme syndical-patronal en collaboration avec les Travailleurs en communications d'Amérique. Dans les industries où les technologies ne cessent d'évoluer, il faut donner aux travailleurs la flexibilité nécessaire pour se perfectionner. Telle est la raison d'être de ces programmes. Aux États-Unis, le mouvement syndical a négocié très activement les droits des travailleurs dans ce domaine. D'après une étude de l'Organisation internationale du travail, près de 50 % des conventions collectives en vigueur aux États-Unis prévoient des questions comme les droits de transfert, l'aide au déménagement, le recyclage et les prestations de santé et de bien-être.

Une analyse des principales conventions collectives canadiennes effectuée récemment par Travail Canada révèle que 87 % des conventions collectives contiennent des dispositions sur la formation. Ces clauses ne veulent certes pas dire qu'il y a obligatoirement de la formation, mais elles indiquent que, pour beaucoup d'employés, le cadre d'amélioration des occasions de formation existe déjà.

Les ententes syndicales-patronales sur la formation des travailleurs mis à pied sont certes rares au Canada, mais il existe quand même plusieurs modèles qui ont connu le succès. Le Conseil canadien du commerce et de l'emploi dans la sidérurgie (CCCES) fournit par exemple aux travailleurs de la sidérurgie qui ont perdu leur emploi une formation préparatoire à d'autres types d'emplois. Administrées par les syndicats et les milieux d'affaires, les activités de l'organisation sont cependant subventionnées par Emploi et Immigration.

D'autres industries s'orientent aussi graduellement vers l'organisation patronale-ouvrière conjointe des occasions de formation. Le Comité mixte des ressources humaines de l'Association des manufacturiers d'équipement électrique et électronique du Canada a récemment élaboré un projet de Conseil des ressources humaines qui s'occuperait de questions comme l'évolution de la technologie, la formation et l'adaptation. Les industries des plastiques et de la réparation et de l'entretien automobiles ont lancé des initiatives semblables.

La plupart des mesures canadiennes en la matière en sont encore à leurs premiers pas, mais tout semble indiquer que cette approche proactive pourrait connaître un succès appréciable. D'après une étude sur les travailleurs déplacés effectuée récemment par le Government Accounting Office des États-Unis, les programmes commandités par les employeurs ou les syndicats, ou par les deux, ont trois fois plus de chances de connaître un taux de placement supérieur à la moyenne que ceux qui sont administrés par des organismes d'État et d'autres organisations. L'étude conclut que c'est principalement parce que les dirigeants patronaux et syndicaux peuvent aider plus facilement leurs clients sans travail en mettant à contribution leurs contacts avec les employeurs locaux.

Les efforts des petites entreprises et des organismes communautaires

Les gros employeurs et les syndicats importants ont peut-être les moyens financiers d'offrir de la formation aux travailleurs déplacés, mais il est peu probable que les petites entreprises et les organismes communautaires puissent former leurs employés actuels ou anciens sans l'aide de l'État. Pour répondre aux besoins de formation des travailleurs déplacés de ces secteurs de l'économie, une collaboration poussée entre les administrations publiques et les mondes des affaires, du travail et de l'éducation s'impose. Même si ce genre de collaboration existe déjà dans une certaine mesure au Canada, il faut faire davantage pour amener les petites entreprises à participer au processus d'élaboration des politiques.

Certains états américains ont pris des mesures sur lesquelles il pourrait être utile de modeler de nouvelles formes de partenariat. Même si ces programmes présentent sans aucun doute des lacunes et ne conviennent peut-être pas tout à fait aux besoins canadiens, il vaut la peine de les examiner de plus près parce qu'ils comptent sur les initiatives et le contrôle locaux.

À Boston (Massachussetts), par exemple, le conseil des industriels locaux s'est engagé à hausser les compétences des jeunes à condition que les hommes d'affaires de la région s'engagent à les embaucher et à les former, ce qui a encouragé le système scolaire municipal en général. Conclue il y a quatre ans, l'entente *Boston Compact* donne d'excellents résultats. En 1986, 93 % des diplômés du niveau secondaire à Boston ont trouvé un emploi ou se sont inscrits à des études postsecondaires. Le Compact a aussi créé 15 groupes de travail, dont un sur la formation professionnelle, où des représentants des écoles, du monde des affaires, des universités et des organismes communautaires collaborent à l'élaboration de plans d'amélioration dans les écoles.

Le *Plan de développement économique de l'Ohio* représente une autre expérience de politique intéressante. Le gouvernement de l'état, le secteur privé et les organisations scolaires participent à ce programme économique d'envergure qui vise à rendre l'Ohio plus compétitif et plus réceptif aux technologies de pointe. Le programme insiste énormément sur la formation des travailleurs et a déjà établi des consortiums régionaux d'employeurs, d'éducateurs et de fonctionnaires qui coordonnent et encouragent la formation en accordant des subventions de formation aux employeurs locaux, et offrent aux chômeurs des services complets d'alphabétisation et d'orientation professionnelle. Les consortiums établissent aussi des bases de données locales sur la formation et l'emploi afin de mieux marier la formation aux besoins des employeurs. Le financement provient certes en grande partie de l'état, mais le gouvernement fédéral contribue aussi au programme par le biais de la *Job Training Partnership Act*.

Au Canada, les *Conseils consultatifs locaux (CCL)* établis en vertu de la Planification de l'emploi constituent la principale tribune de collaboration multilatérale sur la formation des chômeurs. Les conseils consultatifs sont constitués de représentants des chambres de commerce, des syndicats, des employeurs et d'autres groupes locaux qui ont une importance particulière pour la collectivité. Malgré leur composition impressionnante, les conseils n'ont cependant pas le pouvoir de prendre des décisions majeures, particulièrement lorsqu'il est question de faire l'essai de méthodes de formation novatrices et communautaires des chômeurs et d'autres travailleurs désavantagés. De plus, comme l'a signalé récemment le Groupe de travail sur l'adaptation du CCMTP, les conseils consultatifs

locaux ont été la cible de nombreuses critiques. Le Groupe de travail a recommandé que des conseils du marché du travail locaux du même genre, établis pour conseiller les gouvernements sur des questions liées au marché du travail, soient constitués en fonction des marchés du travail locaux plutôt que de frontières politiques, et que le monde des affaires et les syndicats y soient représentés à parts égales, de même que le secteur de la formation, les administrations locales et les autres parties intéressées.

Pour répondre aux besoins de formation des chômeurs du Canada, il faudra probablement adopter une stratégie diversifiée, particulièrement si l'on tient compte des importantes disparités économiques régionales qui sévissent au Canada. Il importe certes que chaque région du pays ait des chances égales d'accès à la formation, mais cela ne devrait cependant pas empêcher des organismes régionaux constitués de représentants des petites entreprises, du monde de l'éducation, des grandes entreprises et des syndicats, de faire l'essai de nouvelles méthodes de coopération et de coordination dans le but de répondre aux besoins des chômeurs.

ANNEXE 1 - Les tendances passées et futures du marché du travail

Cette annexe contient un bref aperçu des tendances passées du marché du travail au Canada depuis 1966 et aborde aussi l'évolution possible au cours des années 1990 et des premières décennies du vingt et unième siècle. Nous insistons dès le départ sur le fait que ces projections comportent des degrés de risque variables à cause de l'incertitude que présente l'avenir. Elles fournissent néanmoins un profil utile de ce qui devrait se produire sur le marché du travail d'après les tendances du passé. L'état futur du marché du travail déterminera le contexte d'application des politiques et des programmes du marché du travail. Il est donc essentiel de connaître l'environnement en question pour élaborer des politiques et des programmes efficaces.

Nous examinons d'abord les tendances récentes et les projections futures de la population. Les données portent sur les 15 à 64 ans qui constituent le gros de la population active, et sur trois groupes d'âge : les jeunes de 15 à 24 ans, les travailleurs dans la force de l'âge de 25 à 44 ans et les travailleurs âgés de 45 à 64 ans. Nous abordons ensuite les tendances des taux d'activité généraux, puis selon l'âge et le sexe, puis les niveaux et les éléments constituants de la croissance de la population active. Nous analysons ensuite les tendances passées et prévues de l'emploi, y compris les tendances selon les secteurs et les professions. La dernière partie résume enfin les tendances clés du marché du travail dans une optique prospective d'élaboration de politiques du marché du travail.

Les tendances démographiques

Le taux de croissance démographique des 15 à 64 ans s'est écrasé progressivement au cours des deux dernières décennies pour tomber d'une moyenne annuelle de 2,5 % entre 1966 et 1973 à 2,0 % entre 1973 et 1981, puis à 0,9 % entre 1981 et 1988. Le ralentissement appréciable de la croissance au cours des années 1980 reflète la fin de l'explosion démographique du milieu des années 1960 qui, 15 ans plus tard, réduit le nombre des nouveaux arrivants dans la population en âge de travailler.

Lorsque la première vague de la génération de l'explosion démographique a atteint 25 ans au milieu des années 1970, le groupe dans la force de l'âge des 25 à 44 ans a pris de l'importance relative, tendance qui s'est maintenue au cours des années 1980. Par ailleurs, lorsque les dernières vagues de la génération de l'explosion démographique sont arrivées sur le marché du travail après 1980, la part des 15 à 24 ans a alors commencé à reculer. La part démographique des travailleurs de 45 à 64 ans est demeurée relativement stable depuis une vingtaine d'années.

Statistique Canada produit, pour la période de 1989 à 2036, des projections démographiques qui reposent sur quatre séries différentes d'hypothèses d'immigration et de fécondité : fécondité et immigration faibles, fécondité moyenne et immigration faible, fécondité moyenne et immigration élevée, et fécondité et immigration élevées. Ces différentes hypothèses donnent des tableaux très différents de l'ampleur future de la population des 15 à 64 ans. D'après le scénario fondé sur l'hypothèse fertilité et immigration faibles, la population des 15 à 64 ans culmine en 2010 pour reculer régulièrement par la suite. Par ailleurs, la projection démographique qui repose sur l'hypothèse optimiste d'une croissance démographique fondée sur des taux élevés de fécondité et d'immigration révèle que la population des 15 à 64 ans continue d'augmenter durant toute la période pour atteindre 22,1 millions de personnes en 2036. Cette estimation finale dépasse de 5,7 millions de personnes celle du scénario pessimiste! Il faut conclure de cette brève discussion que les projections démographiques, et en particulier les projections à long terme, sont très sensibles aux hypothèses de fécondité et d'immigration qui les sous-tendent. C'est pourquoi il ne faut pas accorder

trop d'attention aux niveaux absolus des projections démographiques.

Les écarts importants entre les quatre projections de la population des 15 à 64 ans se retrouvent aussi dans les projections à long terme des plus petits groupes d'âge. Les écarts sont cependant plus limités à moyen terme, alors que les différentes hypothèses sur la fécondité n'ont pas encore fait sentir leur impact. Toutes les projections indiquent que le groupe des 15 à 24 ans continuera de régresser en termes absolus jusqu'en 1996 et en termes relatifs jusqu'en 2017 au moins. Par ailleurs, toutes les projections indiquent que le volume de la population dans la force de l'âge des 25 à 44 ans augmentera en termes absolus jusqu'en 1996, puis commence à baisser au moment où la première vague de la génération de l'explosion démographique atteint 45 ans. De même, toutes les projections de la population des 45 à 64 ans révèlent que cette cohorte grossira en termes absolus et relatifs jusqu'en 2016 au moins.

Les tendances des taux d'activité

Au cours des vingt dernières années, le taux global d'activité dans la population active a augmenté considérablement pour grimper de 57,3 % en 1966 à 66,7 % en 1988. Cette augmentation est attribuable à la hausse du taux d'activité des femmes, car celui des hommes a en fait régressé. La montée du taux d'activité des femmes est liée à tout un éventail de facteurs, notamment le niveau d'instruction plus élevé des femmes et l'évolution des attitudes vis-à-vis du rôle de la femme dans la société. Le recul du taux d'activité des hommes est attribuable principalement à l'amélioration des régimes de retraite de beaucoup de travailleurs âgés qui a entraîné une augmentation des retraites hâtives.

D'après les prévisions de l'Institut d'analyse des politiques de l'Université de Toronto, la tendance à la hausse du taux d'activité global devrait se maintenir au cours des années 1990, mais le taux d'augmentation devrait ralentir. Le taux d'activité global devrait culminer à 69,2 % en 2001 pour se stabiliser par la suite, principalement à cause de l'augmentation rapide du nombre des 55 ans et plus dont le taux d'activité est très inférieur à la moyenne. Les taux d'activité selon l'âge devraient se stabiliser en 2002 dans le cas des jeunes femmes, en 2005 dans celui des femmes âgées et en 2008 dans celui des femmes dans la force de l'âge. Les écarts entre les taux d'activité des hommes et des femmes selon l'âge devraient se refermer. En 2013, l'écart entre les taux globaux d'activité des hommes et ceux des femmes ne devrait plus être que de 5 %, comparativement à 19 % à l'heure actuelle. Les femmes constitueront cette année près de la moitié de la population active, soit 48 %.

Les tendances de la population active

La population active du Canada a augmenté rapidement depuis une vingtaine d'années et presque doublé pour passer de 7,5 millions en 1966 à presque 14 millions à l'heure actuelle. La croissance de la population active a été particulièrement rapide à la fin des années 1960 et au cours des années 1970 pour atteindre en moyenne 3 % par année. Le taux de croissance de la population active a reculé de moitié au cours des années 1980 parce que le taux de croissance de la population en âge de travailler et le taux d'activité ont tous deux ralenti.

Le chiffre absolu de la population active future du Canada dépend bien sûr du nombre des 15 à 64 ans et pourrait par conséquent varier selon les projections démographiques. Les conjoncturistes basent cependant leurs projections de la population active sur la projection démographique qu'ils jugent la plus probable. La projection de l'Université de Toronto, dont il est question ici, pose une hypothèse de fécondité qui ressemble au scénario de fécondité moyenne de Statistique Canada et présume une immigration légèrement plus faible que celle que prévoit Statistique Canada dans son hypothèse d'immigration élevée. D'après cette projection, la

population active du Canada passerait de 13,5 millions en 1988 à 16,6 millions en 2008, pour diminuer ensuite lentement à 16,5 millions en 2013, dernière année de la prévision.

La croissance beaucoup plus lente du taux global d'activité au cours des années 1990 et au début du vingt et unième siècle signifie qu'une part beaucoup plus petite de la croissance de la population active résultera des progrès des taux d'activité. Entre 1980 et 1988, la croissance du taux d'activité global a compté pour 35 % de l'augmentation de la population active. Entre 1988 et 2001, les hausses du taux d'activité ne représenteront que 15 % de l'augmentation. Après 2001, la stabilité du taux d'activité global signifiera que cette source de croissance de la population active sera nulle. Même si la population en âge de travailler augmentera beaucoup moins rapidement qu'au cours des années 1970 et 1980, elle aura beaucoup plus d'importance relative en tant que source de croissance de la population active. Elle représentera en fait la totalité de la croissance de la population active après 2001. Comme l'immigration est un élément important de la croissance de la population en âge de travailler, cela signifie qu'elle répondra à une proportion croissante des besoins du marché du travail du Canada.

Comme on ne prévoit aucune évolution spectaculaire des taux d'activité selon l'âge au cours des 25 prochaines années, les tendances des segments de la population active selon les groupes d'âge suivront à peu près celles de la population en âge de travailler. La part des jeunes continuera de baisser pendant longtemps au cours du vingt et unième siècle. Celle de la population active dans la force de l'âge continuera de grimper jusqu'en 1996 pour amorcer alors une chute prolongée. La part des 45 ans et plus demeurera relativement stable jusqu'en 1995 pour commencer alors à augmenter avec l'arrivée de la génération de l'explosion démographique.

Les tendances de l'emploi

Au cours des années 1960 et 1970, le Canada a connu une croissance très solide de l'emploi qui a atteint en moyenne près de 3 % par année. L'emploi a reculé considérablement au cours de la récession de 1981 à 1982 pour rebondir solidement par la suite à compter de 1984. À cause de la récession, la croissance moyenne de l'emploi a été beaucoup plus faible au cours des années 1980 qu'au cours des deux décennies précédentes. Le ralentissement de la croissance de l'emploi reflète aussi la croissance plus lente de la population active, car ces deux variables sont étroitement liées à long terme.

Le niveau d'emploi futur dans l'économie canadienne dépend en grande partie du chiffre de la population active et c'est pourquoi les projections sont teintées de la même incertitude que les projections de la population active. L'Université de Toronto prévoit que l'emploi total grimpera de son niveau actuel de 12,4 millions pour culminer à 15,6 millions en 2008 et entreprendre alors une période de baisse absolue. Cette tendance suit de très près celle de la population active. Le taux de croissance de l'emploi devrait ralentir considérablement au cours des 20 prochaines années, particulièrement après 2000.

Au cours des années 1980 et, à un degré moindre, des années 1970, la croissance de l'emploi a été concentrée dans le secteur des services. Dans le secteur des marchandises, par exemple, le niveau de l'emploi en 1988 dépassait à peine celui de 1981. Cette tendance s'explique principalement par le fait que la croissance de la productivité a été plus lente dans le secteur des services que dans celui des marchandises, ce qui signifie que pour des augmentations comparables de la production réelle, l'emploi doit être plus élevé dans les secteurs où la croissance de la productivité est la plus lente. Comme elle devrait demeurer plus lente dans le secteur des services, celui-ci comptera pour la majeure partie des progrès nets marqués par l'emploi entre 1988 et 2013. Cette année-là, le secteur des services devrait représenter environ 80 % de l'emploi total, comparativement à 70 % à l'heure actuelle. C'est dans le secteur des services communautaires, commerciaux et personnels, et celui du commerce de détail, que la croissance de l'emploi sera la plus rapide.

Les tendances des professions

Au cours des années 1980, les secteurs de la gestion et des professions libérales ont accaparé les deux tiers de l'augmentation nette de l'emploi à cause particulièrement de la solidité de la demande

de professionnels de la santé, de gestionnaires financiers et de gestionnaires de services. Cette tendance devrait se maintenir assez longtemps pour deux raisons : tout d'abord, dans les industries où les professions libérales et de gestion sont bien représentées, la croissance de l'emploi est supérieure à la moyenne et, deuxièmement, la structure professionnelle de toutes les industries glisse graduellement vers la gestion et les professions libérales.

Selon Emploi et Immigration Canada, le tiers des emplois nets créés entre 1986 et 2000 se retrouvent dans la catégorie de la gestion et de l'administration. Celles des sciences sociales, de la médecine et de la santé, des sciences naturelles et du génie, de l'enseignement et des arts, et des loisirs en créeront 23 % de plus. Les professions des secteurs des services, de la vente et du travail de bureau devraient représenter 36 % de l'augmentation nette restante de l'emploi qui ne progressera que de 8 % dans toutes les autres professions.

Il convient cependant de signaler qu'il faudra renouveler l'effectif dans toutes les professions à cause des retraits de la population active pour causes de décès, de départ à la retraite, de retour au foyer et de retour à l'école. Les emplois vacants dans l'économie seront ainsi étalés beaucoup plus également sur la structure selon les professions que l'augmentation nette de l'emploi. Par exemple, même si la croissance globale de l'emploi sera nulle dans beaucoup de professions à col bleu, les travailleurs débutants dans ces professions auront quand même l'occasion d'en remplacer d'autres.

Le niveau de scolarité et de connaissances techniques que l'on exige de la population active du Canada grimpe rapidement pour deux raisons. Tout d'abord, comme on l'a déjà mentionné, l'emploi glisse vers les secteurs de la gestion et des professions libérales qui exigent de longues années de scolarité et de formation. Deuxièmement, et ce qui est peut-être plus important, les progrès de la technologie illustrés par la révolution informatique exigent des niveaux de compétence beaucoup plus élevés des travailleurs de presque toutes les professions. Un perfectionnement massif des compétences de la population active s'impose donc.

Emploi et Immigration Canada estime que 48,8 % des nouveaux emplois créés entre 1986 et 2000 exigeront 17 années ou plus de scolarité et de formation. En 1986, 22,4 % seulement des emplois en exigeaient autant.

Résumé des tendances futures clés du marché du travail

Du point de vue de l'élaboration de politiques et de programmes efficaces sur le marché du travail, les tendances futures suivantes du marché du travail sont particulièrement pertinentes :

- le vieillissement de la population active, le recul de l'importance relative du groupe des jeunes qui se poursuivra assez loin au vingt et unième siècle, la croissance du groupe dans la force de l'âge qui se maintiendra jusqu'en 1995 pour commencer ensuite à régresser, et la hausse rapide des groupes de travailleurs âgés après 1995;
- l'importance croissante que prendront dans la population active les femmes qui y seront presque aussi nombreuses que les hommes en 2013;
- l'importance relative accrue que prendra l'immigration comme source de croissance de la population active;
- la croissance future de l'emploi qui continuera d'être concentrée dans le secteur des services;
- les nouveaux emplois seront créés principalement dans les secteurs de la gestion et des professions libérales, même si les retraits de la population active créeront des vacances dans toutes les professions;
- la hausse des niveaux de scolarité et de formation requis dans toutes les professions à cause de l'avènement de technologies plus sophistiquées comme l'informatique.

ANNEXE 2- Statistiques

Tableau 1

Taux de chômage en 1988, selon le groupe d'âge
Taux généraux, selon la région et le sexe

	Total	15-24	25-44	45-54	55-64
Canada	7.8	12.0	7.2	5.7	6.2
Hommes	7.4	12.9	6.5	4.8	6.3
Femmes	8.3	11.0	8.0	6.9	6.0
Région de l'Atlantique	12.4	19.6	11.1	8.1	7.8
Hommes	11.8	19.8	11.0	7.8	9.6
Femmes	13.1	18.7	12.4	9.8	N/D
Terre-Neuve	16.4	25.3	14.9	11.3	N/D
Ile-du-Prince-Edouard	13.0	N/D	13.4	N/D	N/D
Nouvelle-Ecosse	10.2	16.4	9.4	7.4	N/D
Nouveau-Brunswick	12.0	19.2	11.1	7.5	N/D
Québec	9.4	13.3	9.0	7.3	7.9
Hommes	8.9	14.4	8.3	5.8	7.8
Femmes	10.1	12.1	9.9	9.4	8.3
Ontario	5.0	8.2	4.5	3.3	3.9
Hommes	4.5	8.8	3.8	2.5	3.8
Femmes	5.6	7.7	5.3	4.4	4.0
Prairies	7.8	12.7	6.9	5.9	6.0
Hommes	7.7	14.1	6.6	5.8	5.6
Femmes	7.9	11.6	7.4	6.2	6.7
Manitoba	7.8	13.3	6.8	5.6	N/D
Hommes	8.0	15.2	6.8	N/D	N/D
Femmes	7.5	11.1	6.9	N/D	N/D
Saskatchewan	7.5	13.4	6.6	5.4	N/D
Hommes	7.4	14.8	6.3	N/D	N/D
Femmes	7.6	11.7	7.0	N/D	N/D
Alberta	8.0	12.5	7.0	6.2	7.6
Hommes	7.7	13.3	6.4	6.1	7.2
Femmes	8.3	11.5	7.7	6.3	N/D
Colombie-Britannique	10.3	15.5	9.3	8.2	10.1
Hommes	9.8	16.3	8.3	7.3	10.8
Femmes	11.1	14.7	10.5	9.5	8.7

Source: *Moyennes annuelles de la population active*, 71-529, Statistique Canada.

Tableau 2

Taux de chômage en 1988,
selon la situation familiale et le sexe

SITUATION FAMILIALE	Total	Hommes	Femmes
Canada	7.8	7.4	8.3
Membres de la famille	7.7	6.9	8.6
Chefs e famille	5.7	4.9	10.2
Conjoints	7.7	6.4	7.8
Enfants célibataires	11.9	13.4	9.9
Autres parents	11.6	12.9	10.0
Célibataires	8.3	10.1	6.0
15-54 ans	8.5	10.1	6.2
55 ans et plus	7.1	10.0	5.0
ETAT CIVIL			
Canada	7.8	7.4	8.3
15-24 ans	12.0	12.9	11.0
25-44 ans	7.2	6.5	8.0
45 et plus	5.7	5.2	6.4
Célibataires	10.7	12.1	8.7
15-24	11.8	13.1	10.1
25-44 ans	9.4	10.9	7.1
45 et plus	7.2	10.0	4.4
Mariés	6.3	5.1	8.0
15-24 ans	12.9	11.7	13.7
25-44 ans	6.2	4.9	7.8
45 et plus	5.2	4.6	6.4
Séparés/divorcés	10.1	10.7	9.7
15-24 ans	N/D	N/D	N/D
25-44 ans	11.0	11.5	10.6
45 et plus	8.4	9.2	7.7
Veufs (veuves)	6.9	N/D	7.3
15-24 ans	N/D	N/D	N/D
25-44 ans	N/D	N/D	N/D
45 et plus	6.7	N/D	6.9

Source: *Moyennes annuelles de la population active*, 71-529, Statistique Canada.

Tableau 3

Taux de chômage en 1988, Selon le niveau de scolaritéTotal et selon le sexe, l'âge et la région

	Total	0-8 ans	9-13 ans	Etudes Postsec.	Diplôme Postsec.	Etudes univers.
Canada	7.8	10.6	9.1	7.4	5.5	4.0
Hommes	7.4	10.1	8.7	6.9	5.1	3.4
Femmes	8.3	11.7	9.7	8.0	5.8	4.8
15-24	12.0	20.8	3.6	8.8	7.0	7.5
25-44	7.2	13.3	8.5	6.9	5.4	3.9
Plus de 45	5.7	7.5	5.8	5.8	4.4	3.1
Atlantique	12.4	18.8	14.3	11.1	8.4	4.8
Terre-Neuve	16.4	23.1	20.0	N/D	11.7	N/D
Ile-du-Prince-Edouard	13.0	N/D	14.7	N/D	N/D	N/D
Nouvelle-Ecosse	10.2	14.9	11.6	11.1	7.2	N/D
Nouveau-Brunswick	12.0	17.7	14.3	N/D	N/D	N/D
Québec	9.4	12.1	11.0	8.9	6.3	5.3
Ontario	5.0	6.0	5.9	5.2	3.6	2.9
Prairies	7.9	11.7	9.1	8.0	5.4	4.1
Manitoba	7.8	10.1	9.1	7.8	5.0	N/D
Saskatchewan	7.5	10.5	8.6	N/D	N/D	N/D
Alberta	8.0	12.8	9.5	7.3	5.8	4.2
Colombie-Britannique	10.3	13.9	12.3	9.3	8.1	4.8

Source: *Moyennes annuelles de la population active*, 71-529, Statistique Canada.

Tableau 4

Distribution des périodes de chômage en 1988, selon l'âge, le sexe et la province (%)

	4 semaines ou moins	5 à 13 semaines	14 à 26 semaines	27 à 52 semaines	53 and et plus	Average Durée moyenne
Canada	30.4	27.3	19.5	13.1	7.1	18.3
15-24 ans	39.3	30.1	17.5	8.3	2.1	12.0
25-44 ans	27.6	27.2	20.2	14.3	7.4	19.4
45 ans et plus	23.2	22.2	20.6	17.5	14.4	26.1
Hommes	29.5	27.1	19.6	13.0	8.8	19.6
15-24 ans	38.6	29.9	17.9	8.7	2.7	12.3
25-44 ans	26.7	27.5	20.0	13.3	9.8	20.9
45 ans et plus	20.6	21.5	20.6	18.7	16.8	29.1
Femmes	31.5	27.4	19.4	13.0	5.4	16.8
15-24 ans	40.1	30.3	16.9	7.7	2.1	11.5
25-44 ans	28.5	27.0	20.3	15.2	5.5	17.9
45 ans et plus	26.4	24.1	20.7	14.9	10.3	22.3
Terre-Neuve	23.7	23.7	23.7	18.4	N/D	18.7
I.-P.-E.	N/D	N/D	N/D	N/D	N/D	15.1
Nouvelle-Ecosse	28.6	28.6	21.4	16.7	N/D	17.3
Nouveau-Brunswick	28.9	28.9	21.1	13.2	N/D	17.7
Québec	26.0	25.4	20.6	15.4	10.3	22.4
Ontario	37.9	29.3	16.8	9.4	3.5	13.4
Manitoba	28.6	28.6	21.4	11.9	N/D	16.5
Saskatchewan	29.7	27.0	18.9	10.8	N/D	19.0
Alberta	32.0	28.2	18.4	12.6	6.8	17.2
Colombie-Britannique	28.7	26.8	19.7	13.4	8.3	19.6

Source: *Moyennes annuelles de la population active*, 71-529, Statistique Canada.

Tableau 5

Distribution en 1988. Demandes de prestations d'assurance-chômage, Chômage et actifs dans la population active

	Demandes initales - Demandes initales -	Stagiaires PE	Chômage annuel Moyen	Population active Moyenne
Canada	2 130 000	333 000	1 031 000	13 275 000
Atlantique	15.3	19.0	12.2	7.7
Terre-Neuve	5.1	5.8	3.7	1.7
I.-P.-E.	1.0	1.2	0.8	0.5
Nouvelle-Ecosse	4.5	5.1	4.1	3.1
Nouveau-Brunswick	4.7	7.0	3.7	2.4
Québec	31.1	30.2	30.2	24.9
Ontario	25.8	19.0	24.8	38.6
Prairies	14.6	18.9	17.7	17.4
Manitoba	3.5	4.1	4.1	4.0
Saskatchewan	3.0	3.8	3.6	3.7
Alberta	8.2	11.0	10.0	9.7
Colombie-Britannique	12.9	12.8	15.2	11.4

Notes et sources:

1. Les demandes initiales de prestations ordinaires d'assurance-chômage représentent les demandes d'assurance-chômage et ne comprennent pas les données sur les programmes de l'assurance-Chômage qui prévoient des prestations de maladie, de maternité et aux pêcheurs, ainsi que les demandes renouvelées qui rétablissent des prestations découlant de demandes antérieures.

2. Les demandes d'assurance-chômage sont les totaux cumulatifs de Statistique Canada, 73-001, Statistiques sur l'assurance-chômage, décembre 1988..

3. Les données sur les participants à la PE s'appliquent à l'année financière 1988-1989 et ont été fournies par Emploi et Immigration Canada.

4. Les chiffres sur la population active et le chômage représentent des moyennes annuelles de Statistique Canada, 71-529, Moyennes annuelles de la population active.

Tableau 6

Taux de chômage en 1988, Selon l'industrie et le sexe

	Total	Hommes	Femmes
Toutes industries	7.8	7.4	8.3
Marchandises	8.7	8.3	9.7
Services	6.6	6.0	7.1
Agriculture	6.1	5.5	7.5
Autres industries du secteur primaire	12.0	11.5	15.0
Pêche et piégeage	14.6	14.3	N/D
Abbattage et exploitation forestière	20.2	20.3	N/D
Exploitation minière	7.6	7.1	N/D
Fabrication	7.4	6.2	10.2
Construction	13.0	13.6	8.4
Transports et communications	5.8	5.6	6.4
Transports	7.0	6.9	7.4
Communications	4.7	4.0	N/D
Autres services publics	3.0	3.8	6.7
Commerce	6.9	6.2	7.7
Gros	5.8	5.3	6.7
Détail	7.3	6.8	7.9
Services financiers	3.5	2.7	4.1
Finance et assurance	2.8	2.5	3.6
Immeuble	5.0	3.7	5.6
Services	7.1	6.6	7.3
Commerciaux	6.2	5.1	6.5
Educationnels	4.1	3.0	4.9
Santé et sociaux	4.5	2.9	4.8
Hélbergement	11.7	9.9	12.8
Autres	9.6	10.5	9.1
Administration publique	6.3	5.8	7.0

Source: *Moyennes annuelles de la population active*, 71-529, Statistique Canada.

Nota: Les taux de chômage pour les sous-groupes industriels sont des estimés non-officiels basés sur les données de population active et d'emploi.

Tableau 7

Taux de chômage en 1988, selon la profession et le sexe

	Total	Hommes	Femmes
Toutes professions	7.8	7.4	8.3
Gestion et autres professons libérales	4.1	3.6	4.7
Gestion et administration	3.8	3.2	4.8
Autres professions libérales	4.4	4.0	4.7
Travail de bureau	7.0	6.5	7.1
Vente	6.4	5.0	7.9
Service	9.8	8.8	10.5
Professions du secteur primaire	10.2	10.4	9.7
Agriculture	7.5	7.4	7.8
Pêche et piégeage	13.6	12.5	NA
Exploitation forestière et abattage	26.4	25.0	NA
Exploitation minière	11.6	30.2	NA
Transformation, usinage et fabrication	7.5	6.5	11.5
Transformation	8.6	6.4	14.6
Usinage	7.6	7.4	5.6
Fabrication	7.1	6.2	10.2
Métiers de la construction	12.9	12.9	NA
Conduite de matériel de transport	8.1	7.9	10.2
Manutention de matériaux et autres métiers	9.1	8.7	10.4
Manutention de matériaux	11.1	10.9	13.2
Autres métiers	4.6	4.3	5.4

Source: *Moyennes annuelles de la population active*, 71-529, Statistique Canada.

Note: Les taux de chômage pour les sous-groupes occupationnels sont des estimés non-officiels basés sur les données de population active et d'emploi.

RAPPORT DU GROUPE DE TRAVAIL

AVANT-PROPOS

Nous avons été invités, il y a quelques mois, à devenir membres d'un Groupe de travail sur les programmes de formation pour les bénéficiaires d'assurance-chômage, un des sept groupes de travail créés par le Centre canadien du marché du travail et de la productivité dans le cadre de l'exercice de consultation organisé par le ministère de l'Emploi et de l'Immigration sur la Stratégie de mise en valeur de lamain-d'oeuvre.

Le Groupe de travail avait pour mandat d'étudier des façons d'améliorer l'efficacité des programmes du marché du travail destinés aux bénéficiaires d'assurance-chômage.

Dans l'exécution de notre mandat, nous avons abordé un large éventail de questions variant des principes généraux des stratégies de solution des problèmes auxquels sont confrontés les bénéficiaires d'assurance-chômage jusqu'aux détails de l'administration de programmes particuliers destinés aux chômeurs, tant au Canada qu'à l'étranger. Nos recommandations varient aussi des suggestions générales sur l'orientation de la politique du marché du travail jusqu'aux mesures spécifiques sur des façons d'améliorer les programmes existants.

Nous pouvons résumer ainsi l'essentiel du rapport. Il faut consacrer davantage de ressources aux programmes du marché du travail destinés aux chômeurs et cibler ces ressources sur les groupes les plus vulnérables au chômage chronique, soit les travailleurs peu instruits, les chefs de famille monoparentale, spécialement les femmes, les travailleurs âgés et ceux qui sont mis à pied après de longs états de service dans les petites villes et les localités isolées. Nous croyons aussi qu'il importe d'aider les chômeurs beaucoup plus tôt qu'à l'heure actuelle et c'est pourquoi nous avons présenté un certain nombre de recommandations destinées à améliorer les programmes existants à cet égard.

Comme membres du Groupe de travail, nous ne prétendons pas avoir le dernier mot sur la façon dont devraient être organisés les programmes de marché du travail au Canada ou de les rendre plus sensibles aux besoins des chômeurs. Le débat sur ces questions n'est pas clos. Nous croyons cependant que nos recommandations aideront dans une certaine mesure à améliorer le système, à réduire les problèmes d'adaptation des chômeurs et à atténuer les problèmes socio-économiques posés par les taux élevés de chômage chronique.

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INTRODUCTION AUX RECOMMANDATIONS

Les discussions du Groupe de travail ont dégagé un certain nombre de thèmes. Comme on l'a signalé dans le document de travail, le chômage chronique est un problème grave qui prend de l'ampleur malgré une baisse des taux généraux de chômage. Il est devenu très clair aussi que certains risquent plus que d'autres d'être en chômage pendant longtemps. Les groupes les plus vulnérables au chômage chronique sont les travailleurs peu instruits, les travailleurs âgés, les chefs de famille monoparentale, spécialement les femmes, et les travailleurs licenciés après de longs états de service dans les petites villes et les collectivités isolées. À peu près tous les membres de la population active se retrouveront un jour ou l'autre dans une ou plusieurs de ces catégories. Nous avons conclu que les programmes doivent cibler ces groupes à risque élevé et doivent être offerts assez tôt permettre la prévention et non simplement la cure. Même si elles ne portent pas spécifiquement sur ces groupes cibles à risque élevé, nos recommandations devraient être lues dans cette optique.

Comme les autres groupes de travail, nous avons aussi identifié un certain nombre de questions générales qui ont trait à la réforme des programmes du marché du travail. Nous pensons notamment à la nécessité de fournir aux stagiaires un soutien du revenu suffisant, à l'importance de la formation de base, à la balkanisation des programmes destinés au marché du travail du Canada, à la nécessité de faire en sorte que les programmes axés sur le marché du travail soient administrés par des organismes sensibles aux capacités et aux besoins locaux, à l'importance des services d'orientation et de soutien comme outil du marché du travail, et au besoin d'information sur le marché du travail plus abondante et plus accessible.

Il convient enfin de faire valoir d'autres points préliminaires difficiles à intégrer à nos recommandations spécifiques. Comme on l'a signalé dans le document de travail, on ne peut séparer la formation des chômeurs du problème de la formation appropriée des travailleurs actifs. Si elle prenait plus au sérieux l'apprentissage permanent, soit en milieu de travail, soit dans un contexte plus officiel, notre société aurait moins de problèmes avec les mauvais appariements sur le marché du travail et avec le chômage chronique. Nos recommandations portent certes, avant tout, sur les programmes de formation destinés aux chômeurs, mais ces recommandations spécifiques reposent sur un consensus solide : la société canadienne doit prendre plus au sérieux l'apprentissage permanent à tous les niveaux d'entreprise et doit créer les institutions et susciter les attitudes nécessaires à l'appui de cette nouvelle attitude.

Il importe de préciser en outre que les programmes de formation ne peuvent remplacer la création d'emplois. Une société qui crée de nouveaux débouchés à un rythme vigoureux devra de toute évidence prendre la formation au sérieux, mais les programmes de formation n'auront qu'une utilité limitée si l'on ne crée pas les emplois nécessaires.

Enfin, la formation doit être envisagée dans un contexte général. Les programmes de formation devraient viser non seulement à ramener les chômeurs au travail, mais aussi à leur donner les outils dont ils auront besoin pour s'adapter à l'évolution future. La formation est aussi essentielle si l'on veut que des groupes désavantagés comme les femmes, les minorités visibles, les autochtones et les personnes handicapées participent de façon plus égale au marché du travail et à la société. C'est pourquoi les programmes de formation que nous élaborerons devront aller au-delà de l'application particulière de compétences et des besoins d'un emploi en particulier, et offrir la base d'un apprentissage fructueux. La formation est bien plus qu'un simple «investissement» en «capital humain». C'est un élément essentiel d'une société démocratique.

Reconnaissance du besoin d'un revenu de remplacement suffisant

Un revenu de remplacement suffisant durant la formation est spécialement important pour les groupes cibles les plus vulnérables au chômage chronique, soit les travailleurs peu instruits, les chefs de famille monoparentale, spécialement les femmes, les travailleurs âgés et ceux qui perdent leur emploi dans les petites villes ou les collectivités isolées. Dans ces derniers cas, il est souvent impossible d'entreprendre un programme de formation s'il n'offre pas aux stagiaires un revenu de remplacement suffisant pour leur permettre de subvenir à leurs besoins et à ceux des personnes à leur charge. Le soutien peut comprendre les frais de garderie, de déplacement et autres. À l'heure actuelle, les allocations de formation offertes en vertu de la PE sont, pour beaucoup de catégories de travailleurs, une désincitation à la formation. Il faudrait donc les revoir.

Recommandation 1 :

La réussite des programmes destinés au marché du travail pivote sur le revenu de remplacement. C'est pourquoi le Groupe de travail insiste sur un principe fondamental : la caisse d'assurance-chômage est la principale source de soutien pour les chômeurs, qu'ils soient en formation en vue d'un emploi futur ou qu'ils cherchent activement du travail. Les fonds d'assurance-chômage doivent servir uniquement au soutien du revenu. Les coûts de formation devraient continuer de provenir d'autres fonds fédéraux et provinciaux. Comme la formation est importante pour le processus d'adaptation, il faudrait élargir les activités de formation admissibles auxquelles ont accès les bénéficiaires d'assurance-chômage. Les coûts de formation ne devraient cependant pas mettre en danger l'intégrité de la caisse de chômage comme source de revenu de remplacement.

À cet égard, le Groupe de travail signale qu'il n'est pas d'accord avec la politique qui propose d'utiliser les fonds de l'assurance-chômage pour lancer de nouvelles entreprises. Les politiques qui visent à encourager certains chômeurs à se lancer en affaires s'ils possèdent les compétences nécessaires et s'il existe des débouchés ont leur place dans les politiques économiques. La caisse d'assurance-chômage n'est cependant pas la source appropriée de fonds pour ce genre d'initiative.

Le retour dans la population active n'est bien souvent pas le seul choix qui s'offre aux travailleurs âgés, un des groupes cibles les plus vulnérables au chômage chronique. Les politiques qui permettent aux travailleurs âgés de se retirer de la population active constituent un volet important d'une stratégie globale sur le marché du travail. C'est spécialement vrai lorsqu'il n'existe pas de débouchés réalistes dans certaines régions du pays et que les perspectives de retour au travail offertes par la formation professionnelle ou le déménagement sont minces.

Deux modifications apportées au règlement sur l'assurance-chômage ces dernières années ont affecté le niveau de soutien du revenu accessible aux travailleurs âgés. La première traite maintenant comme un revenu d'emploi les indemnités de cessation d'emploi, anciennement considérées comme une somme forfaitaire aux fins du calcul des prestations d'assurance-chômage. Il s'ensuit que certains travailleurs ne sont plus admissibles aux prestations d'assurance-chômage pendant que leur indemnité de cessation d'emploi leur assure un revenu de remplacement équivalent à leur salaire. (Ils redeviennent normalement admissibles aux prestations d'assurance-chômage une fois cette période terminée.) La deuxième modification porte sur le revenu d'emploi et les pensions RPC/RRQ. Le revenu de pension est considéré comme un revenu d'emploi et déduit, à montant égal, des prestations d'assurance-chômage au-dessus du niveau des déductions des gains permis (25 % des prestations d'assurance-chômage). Cela décourage beaucoup de travailleurs âgés de prendre une retraite anticipée. Comme ces deux modifications ont eu des répercussions négatives sur le système actuel de maintien du revenu des travailleurs âgés déplacés, le Groupe de travail est d'avis qu'il faudrait revenir en arrière.

Recommandation 2 :

Le Groupe de travail recommande que le gouvernement fédéral améliore le maintien du revenu des travailleurs âgés déplacés en modifiant les dispositions actuelles du règlement

sur l'assurance-chômage qui régissent l'indemnité de départ et le revenu de pension afin de rétablir les mesures qui s'appliquaient avant 1984.

Pour surmonter la balkanisation des programmes du marché du travail au Canada

Presque toutes les grandes études des dernières années sur la politique du marché du travail au Canada signalent comme problème majeur la multiplicité et la variété des différents programmes de marché du travail à tous les paliers de gouvernement. Ce problème a semé la confusion, retardé la création de nouveaux programmes et favorisé l'éclosion de programmes contradictoires à différents niveaux.

Comme l'a signalé, au début de 1989, le Groupe de travail sur l'adaptation du CCMTP :

«La fragmentation des compétences et des objectifs concurrents entre les provinces et entre les paliers de gouvernement nuit énormément à notre adaptabilité aux conditions internationales changeantes. Il est essentiel que les administrations publiques trouvent de nouvelles façons de coordonner leurs politiques afin d'atteindre l'objectif commun qui est d'accroître l'adaptabilité de l'économie canadienne.»

Dans cette entreprise, le gouvernement fédéral a un rôle important à jouer pour assurer à tous les Canadiens l'accès à des programmes de qualité et pour faire en sorte qu'on n'oublie pas l'intérêt national que présente l'amélioration de la flexibilité et de l'adaptabilité de l'économie canadienne en général. Les nouveaux programmes doivent toutefois tenir compte de la compétence des provinces dans le domaine de l'éducation et puiser à même le savoir-faire accumulé par les provinces et les territoires en matière de conception et d'administration de programmes de formation.

Le Groupe de travail appuie la recommandation du Groupe de travail sur l'adaptation du CCMTP à ce sujet :

Recommandation 3 :

Il faudrait établir un conseil fédéral-provincial permanent des ministres responsables des questions relatives au marché du travail afin de mieux coordonner les politiques. Tous les ministères responsables de programmes du marché du travail devraient y adhérer et ce conseil devrait de plus être appuyé par un secrétariat fédéral-provincial.

Hausse du niveau des connaissances de base

Même si la formation de base pose des problèmes de compétences, il importe que les divers paliers de gouvernement coopèrent pour que les programmes haussent les niveaux d'alphabétisation et de connaissance du calcul chez les nouveaux actifs. Cette question est critique puisque l'analphabétisme demeure l'obstacle le plus sérieux au perfectionnement des connaissances.

Le conseil des ministres chargé des questions relatives au marché du travail devrait accorder une grande priorité à la formation de base.

Un regain d'effort contre l'analphabétisme dans le système scolaire public haussera les connaissances de base des nouveaux actifs sur le marché du travail. L'initiative la plus importante à cet égard consisterait à élaborer des mesures visant à réduire le taux inacceptable de décrochage au niveau secondaire qui fait que les jeunes arrivent sur le marché du travail avec une formation de base très lacunaire. Il faut toutefois offrir d'autres mesures à l'intention de ceux qui s'y trouvent déjà et que les problèmes d'analphabétisme empêchent de se perfectionner. Cette question est particulièrement urgente dans le cas des travailleurs âgés peu alphabétisés qui ne peuvent donc profiter des programmes de recyclage et de perfectionnement.

Pour lutter contre l'analphabétisme, il faudra augmenter les budgets des nouveaux programmes, y compris les programmes offerts en milieu de travail, et diffuser davantage d'information sur les programmes disponibles. Pour les chômeurs et la caisse d'assurance-chômage, et spécialement les groupes cibles les plus vulnérables au chômage chronique, il

s'agit essentiellement d'un problème de revenu de remplacement.

Recommandation 4 :

Quiconque a des problèmes d'alphabétisation devrait avoir accès à une formation de base. Une initiative importante à cet égard serait de faire en sorte que les prestataires d'assurance-chômage inscrits à des programmes d'alphabétisation et d'éducation de base soient réputés suivre une formation admissible pour les fins de l'assurance-chômage et puissent par conséquent bénéficier d'un revenu de remplacement ininterrompu.

La réforme de l'administration des programmes axés sur le marché du travail.

Pour que la politique du marché du travail soit efficace au Canada, il importe avant tout de mettre sur pied des institutions qui jouissent d'une grande liberté de manoeuvre afin de répondre aux besoins des marchés du travail locaux et des particuliers. Ces institutions doivent par ailleurs conserver une perspective nationale qui garantit à tous les Canadiens l'accès à des programmes de qualité axés sur le marché du travail, et qui tienne compte de l'intérêt que représente pour le public une économie nationale solide, flexible et adaptable.

Nombreux sont les exemples d'institutions du marché du travail qui, dans d'autres pays, sont très flexibles et sensibles aux besoins locaux dans l'application des politiques nationales. L'idée de la réforme serait toutefois encore plus convaincante si l'on étudiait les exemples - peu nombreux, il est vrai - d'initiatives locales qui ont réussi à combiner l'apport des communautés locales, l'orientation des milieux d'affaires, des syndicats et des systèmes d'éducation et de formation locaux, ainsi que les perspectives et les ressources des CEC locaux, de façon à maximiser l'efficacité des services assurés aux chômeurs.

Ces exemples démontrent que les modifications qu'il faut apporter à la politique du marché du travail afin d'assurer que le système réponde à des besoins réels doivent être non pas révolutionnaires mais évolutionnaires et mettre plutôt à contribution, de façon plus efficace, les ressources, les structures et le personnel en place.

Ce qu'il faut à notre avis, c'est un nouveau mécanisme doté de la flexibilité qu'offre la prise des décisions au niveau local. À cause du mode de gouvernement dans lequel nous vivons et du partage des responsabilités à l'égard des nombreux aspects des politiques sur le marché du travail, les tensions entre l'élaboration des directives au niveau national et l'administration des programmes à l'échelon local risquent de persister. Il importera d'élaborer des mécanismes permettant de dissiper ces tensions et de mieux coordonner les programmes destinés au marché du travail entre les divers niveaux de compétence.

Des conseils locaux du marché du travail qui auraient le pouvoir discrétionnaire d'appliquer les politiques du marché du travail dans la collectivité constitueraient à notre avis les institutions clés d'une réforme du marché du travail. Ce pouvoir discrétionnaire comprendrait la responsabilité de superviser les activités des CEC locaux qui relèveraient du conseil local du marché du travail par l'entremise de leur directeur local.

Ces organismes seraient composés de représentants des milieux d'affaires et des syndicats, choisis à cause de leur connaissance des questions liées au marché du travail, ainsi que des représentants des collectivités et autres, selon les besoins.

Il sera aussi essentiel que les groupes communautaires et le monde de l'éducation soient suffisamment représentés et puissent fournir leur apport afin que les conseils locaux du marché du travail, même s'ils sont dirigés par les partenaires du marché du travail, connaissent bien les ressources d'éducation et de formation de leur collectivité. Avec la bonne volonté de toutes les parties, toutes sortes d'arrangements institutionnels au niveau local sont possibles pour tenir compte de la variété des marchés du travail et des collectivités.

Au palier local, de plus, l'expertise des milieux d'affaires et des syndicats, jointe à celle d'autres collaborateurs, permettra aux responsables de l'administration des programmes de choisir le mariage de formation en établissement et de formation au travail qui conviendra le mieux. De par sa nature même, ce mélange de besoins et de capacités varie entre les régions et les collectivités. Le financement national et l'établissement de normes nationales générales doivent guider et non inhiber la capacité des collectivités de contrôler leurs propres institutions et leur façon d'administrer des services.

En adoptant cette méthode de dévolution du pouvoir de décision à l'échelon local, le Canada profitera de l'expérience de plusieurs autres pays. Comme on le signale dans un récent rapport de l'OCDE, la mise en oeuvre des décisions dévolues prend à priori moins de temps que dans un système où elles doivent franchir chaque palier de la hiérarchie. Il en résulte fort probablement un système d'administration plus efficace et une accessibilité accrue pour les clients.

Pour assurer la gestion efficiente des programmes et le respect des compétences des provinces, il faudra aussi créer une série de conseils du marché du travail provinciaux/territoriaux contrôlés conjointement par les milieux d'affaires et les syndicats, mais comportant aussi des représentants des gouvernements fédéral et provinciaux. Le rôle de ces Offices sera de conseiller les gouvernements sur les politiques et programmes du marché du travail et sur leur coordination efficace. Ces conseils seraient aussi le reflet de la réalité selon laquelle l'administration de la formation et de l'éducation incombe en pratique aux provinces. Ils conseilleront également l'Office national du marché du travail en matière d'affectation des fonds.

Au palier national, l'établissement des objectifs généraux relèverait aussi des partenaires du marché du travail représentés à un *Office national du marché du travail*, contrôlé conjointement par le patronat et les syndicats, mais comptant des représentants d'autres groupes également. Puisqu'il incombe avant tout au gouvernement fédéral d'établir les objectifs nationaux et de fournir les fonds nécessaires pour les atteindre, l'Office national du marché du travail aurait la responsabilité de déterminer comment dépenser jusqu'à 15 % des fonds du programme d'assurance-chômage qui pourraient éventuellement servir à faire du développement, à établir les lignes directrices de la politique générale de formation dans laquelle viendrait s'imbriquer la dépense des fonds, et enfin de surveiller la répartition des fonds.

Le mandat de cet organisme national devrait préciser clairement qu'il a la responsabilité d'établir les grands objectifs nationaux de la politique du marché du travail et de faire en sorte que des fonds suffisants pour les atteindre parviennent aux provinces, aux territoires et aux collectivités où seront prises les décisions en matière d'administration de programmes. Les décisions devraient être prises au niveau local et non national, et les institutions nationales devraient jouer un rôle de soutien et non de direction.

Un tel organisme national devrait, en bout de ligne, répondre de son administration devant les représentants élus du peuple. Aussi, l'Office national du marché du travail, organisme du gouvernement fédéral, devrait-il rendre compte au Parlement, par l'intermédiaire du ministre de l'Emploi et de l'Immigration, des programmes nationaux destinés au marché du travail et des activités des institutions fédérales chargées de les administrer, de la répartition des fonds destinés au marché du travail en vertu des lignes directrices nationales, et enfin de l'évolution des politiques et des programmes destinés au marché du travail du Canada.

Pour beaucoup d'intéressés, et spécialement les représentants des syndicats et des collectivités, le manque à gagner et les autres coûts peuvent représenter un obstacle important qui les empêche de participer à fond à ces organismes. C'est pourquoi il faudra envisager de consacrer des ressources à une forme quelconque de revenu de remplacement et de remboursement des dépenses lorsqu'il faudra assurer une représentation appropriée aux organismes en cause. Il faudra aussi consacrer des ressources à la formation et à l'orientation régulières, afin que les membres de ces organismes connaissent bien le marché du travail et les modifications législatives qui risquent d'affecter l'application des programmes du marché du travail dans la collectivité.

Recommandation 5 :

Le Groupe de travail recommande que le gouvernement fédéral fasse sien le principe de l'orientation et de la supervision par les milieux d'affaires et les syndicats de l'établissement des objectifs fondamentaux du marché du travail au Canada et de l'administration des programmes destinés au marché du travail. Nous recommandons en outre d'incorporer ce principe à une nouvelle structure d'offices du marché du travail locaux, provinciaux, territoriaux et nationaux, contrôlés par les milieux d'affaires et les syndicats mais comptant aussi des représentants des collectivités, qui exerceraient un pouvoir discrétionnaire sur les politiques et les programmes destinés au marché du travail à tous les niveaux au Canada.

Recommandation 6 :

Le Groupe de travail recommande en outre que le gouvernement fédéral s'engage à réformer le processus décisionnel qui a trait à l'administration des programmes destinés au marché du travail afin que le pouvoir réel de conception et d'administration des programmes se trouve à l'échelon local et non national. Là encore, ce concept est compatible avec un large éventail de contextes institutionnels et de calendriers d'implantation, mais toute tentative de réforme véritable du marché du travail repose sur un engagement envers le concept même.

L'orientation comme outil du marché du travail et l'élimination des critères d'admissibilité rigides

Les services d'orientation spécialisés, c'est-à-dire administrés par des conseillers, axés sur la clientèle et visant surtout les besoins du chômeur plutôt que ceux de l'administration ou du traitement des demandes, constituent une ressource importante lorsqu'il s'agit d'aider les chômeurs à redevenir actifs. Des services d'orientation plus nombreux et plus spécialisés sont essentiels à la réforme des programmes destinés au marché du travail au Canada.

L'outil dont on se sert le plus pour canaliser les chômeurs vers les programmes de formation n'est malheureusement pas l'orientation qui permet de déterminer leurs besoins et leurs compétences. C'est plutôt l'administration d'une série de critères pré-établis qui ont pour effet de rejeter un grand nombre de personnes qui pourraient éventuellement profiter de la formation.

L'application de ces critères rigides a conduit au sous-développement qualitatif et quantitatif des services d'orientation. D'ailleurs, ces critères eux-mêmes ont des répercussions négatives :

- parce qu'ils sont fixés au palier national, et que le palier local ne dispose que d'une autonomie limitée (comme c'est par exemple le cas de la «règle des 6 mois» sur laquelle nous reviendrons plus loin), les critères ont tendance à nuire à la souplesse de l'administration des programmes au palier local;
- ils ont tendance à écarter beaucoup de candidats qui tireraient manifestement profit de la formation, comme ceux qui ont besoin de certaines connaissances de base afin d'entreprendre une formation plus poussée;
- l'application des critères d'admissibilité a signifié que, dans beaucoup de cas, des clients qui accèdent aux programmes de formation y arrivent souvent au moment où leurs compétences se sont déjà détériorées, où leur confiance en soi s'est effritée, au point où ils ont moins de chance de tirer profit de la formation que s'ils y avaient été admissibles plus tôt.

Des services d'orientation appropriés, conjugués à l'évaluation des besoins des clients, constituent un rouage essentiel de la politique du marché du travail. Il n'y a malheureusement pas beaucoup de clients qui reçoivent ces services, et ceux qui sont offerts ne sont pas nécessairement axés sur les besoins spéciaux des groupes cibles les plus vulnérables au chômage chronique.

Règle générale, les points de contact entre les services d'orientation au travail et le traitement des

demandes de prestations d'assurance-chômage qui constituent la grande partie des activités de la plupart des bureaux de la CEC sont faibles, voire inexistants. Les prestataires d'assurance-chômage interviewés par les agents d'assurance ne sont pas habituellement dirigés vers les conseillers en emploi du CEC, à moins d'en faire expressément la demande. De plus, ceux qui reçoivent des prestations d'assurance-chômage depuis longtemps, et dont les compétences risquent par conséquent de s'être détériorées, ne sont habituellement interviewés par les agents d'assurance que parce qu'on veut savoir s'ils continuent à rechercher de l'emploi, et non s'ils profiteraient de cours de formation. Dans les grands centres urbains, notamment, il est possible que plusieurs chômeurs glissent entre les doigts du système. C'est même probable.

Une orientation offerte au moment de l'avis de licenciement ou le plus rapidement possible après celui-ci s'est révélée, dans d'autres pays de l'OCDE, une des dépenses les plus rentables que l'on puisse consacrer au marché du travail. L'orientation hâtive est la meilleure façon d'identifier à l'avance les travailleurs qui ont le plus de chance de tirer parti de la formation et ceux qui risquent le plus de tomber en chômage pour longtemps. L'orientation hâtive permet aux intéressés de s'inscrire à des programmes de recyclage avant que le chômage prolongé ne commence à détériorer leurs compétences et à effriter leur moral.

L'orientation hâtive permet aussi dans certains cas de former les travailleurs pendant qu'ils sont encore actifs, entre le moment de l'avis de licenciement et le licenciement même. Il faudra peut être recourir à cette fin à une forme quelconque de formation en établissement, peut-être même durant les heures de travail, ou de formation en cours d'emploi. Les programmes de formation au travail peuvent être spécialement importants pour les travailleurs âgés qui n'ont pas suivi de formation en établissement depuis longtemps et qui peuvent avoir besoin de programmes conçus spécialement pour eux, administrés dans des circonstances moins officielles, et moins intimidants que ceux qui sont offerts dans un établissement d'enseignement.

De l'avis des membres du Groupe de travail, l'employeur doit offrir des services d'orientation au moment de l'avis de licenciement. Malheureusement, il arrive souvent que ces services ne soient pas offerts. Le gouvernement fédéral doit alors intervenir et faire en sorte que les travailleurs n'aient pas à supporter les coûts de l'adaptation. Le service d'adaptation industrielle (SAI) du gouvernement fédéral a fait de l'excellent travail dans le passé lorsqu'il a fallu aider les travailleurs et les collectivités victimes de licenciements. Ce programme fédéral destiné au marché du travail donne de bons résultats depuis longtemps et il faudrait en étendre les services.

Les membres du Groupe de travail estiment qu'il importe de signaler aussi que l'amélioration des services d'orientation et des programmes de formation en cours d'emploi destinés à ceux qui risquent de perdre leur travail vont de pair avec des préavis suffisants en cas de licenciement. Il faut du temps pour s'adapter et les travailleurs licenciés devraient en avoir le plus possible pour se préparer au changement. Dans certains niveaux de compétence et dans certaines circonstances, malheureusement, les avis de licenciement prévus par la législation en vigueur ne suffisent pas pour offrir une gamme complète de services d'orientation et de recyclage. Même si le Groupe de travail ne s'est pas penché directement sur les mesures législatives qui régissent les licenciements et les fermetures d'entreprises, il doit préciser qu'un examen attentif de ce domaine s'impose si l'on veut maximiser l'efficacité des mesures d'adaptation du marché du travail.

Recommandation 7 :

Le Groupe de travail recommande que chaque niveau de compétence revoie ses mesures législatives qui régissent les licenciements et les fermetures d'entreprises dans le but d'en faire un mécanisme d'adaptation efficace, particulièrement en ce qui concerne la suffisance des préavis.

Recommandation 8 :

Des services d'orientation de grande qualité devraient être disponibles le plus tôt possible après l'avis de licenciement ou après le licenciement même. Le coût de ces services devrait normalement être assumé par les entreprises dans le cadre du processus d'adaptation de l'économie, mais on reconnaît toutefois que certaines ne sont pas en mesure de le faire. Les gouvernements doivent alors intervenir pour faire en sorte que

les travailleurs bénéficient de services d'orientation. Ces services pourraient être assurés par les CEC locaux, des équipes de conseillers spécialisés dans le domaine des licenciements et des fermetures d'usine, ou des ressources disponibles dans la communauté. C'est pourquoi il est essentiel d'augmenter les ressources consacrées à l'orientation aux CEC locaux, ainsi qu'au SAI, et de sensibiliser davantage ces services aux besoins spéciaux des groupes cibles que constituent les travailleurs peu instruits, les travailleurs âgés, les chefs de famille monoparentale, spécialement les femmes, et les travailleurs licenciés après de longs états de service dans les collectivités isolées et les petites villes. On pourrait améliorer les services d'orientation, par exemple, en aiguillant automatiquement tous les prestataires d'assurance-chômage vers les conseillers en emploi des CEC, ou vers des services d'orientation communautaires, immédiatement après leur rencontre avec l'agent d'assurance.

Le Groupe de travail est d'avis qu'il faudrait supprimer le plus tôt possible nombre de critères d'admissibilité qu'on a utilisés comme substituts d'un programme d'orientation. La «règle des six mois» est à notre avis le plus important de ces critères.

Recommandation 9 :

Il faudrait abolir la règle établie par Développement de l'emploi - le plus important programme PE de formation des chômeurs - qui prévoit que les clients doivent avoir chômé pendant 24 des 30 dernières semaines, soit la «règle des six mois». Le chômage chronique est un problème critique qui prend de l'ampleur. Il faut renforcer les programmes offerts à ceux qui sont déjà chômeurs chroniques. Toutefois, il importera aussi de consacrer davantage de ressources aux premiers stades du processus dans le but d'identifier les catégories à risque élevé avant qu'ils perdent leurs compétences et leur confiance en soi.

Nous avons déjà défini les groupes qui, à notre avis, sont les plus vulnérables au chômage chronique. Cela ne veut pas dire que l'appartenance à ces groupes devrait remplacer la règle des six mois comme critère d'admissibilité, mais plutôt qu'un service d'orientation et d'évaluation des besoins bien alerte offert au tout début du processus aiderait ces personnes au moment où l'aide leur serait la plus profitable. Il faudrait accorder la priorité d'accès à l'orientation spécialisée à ces groupes cibles avant qu'ils deviennent vulnérables au chômage chronique. Il va sans dire que ces services d'orientation doivent demeurer distincts des services de traitement des demandes et de surveillance des CEC. À cette fin, on pourrait notamment consacrer des ressources à l'élaboration et au soutien de services d'orientation communautaires distincts de ceux des CEC, afin qu'il soit clair pour ceux qui ont besoin d'aide à une période difficile de leur vie que les services d'orientation sont distincts des services d'application de la loi.

À l'heure actuelle, ce sont les politiques fédérales sur le marché du travail qui fixent la durée des programmes où les stagiaires peuvent bénéficier d'un revenu de remplacement. Dans nombre de cas, elle est arbitraire et beaucoup d'intéressés se voient ainsi privés d'un revenu de remplacement vital avant d'avoir acquis une formation suffisante pour ne pas devenir chômeurs par la suite. L'établissement de la durée appropriée des programmes devrait faire partie du processus d'orientation conformément aux lignes directrices locales qui tiennent compte de la conjoncture du marché du travail et des programmes disponibles au niveau local. Les agents du CEC local, guidés par la politique établie par les offices du marché du travail intéressés, doivent pouvoir décider notamment de la durée des programmes qui convient le mieux.

En plus de la durée des programmes, il importe de revoir la question des genres de programmes dont les stagiaires pourraient bénéficier d'un revenu de remplacement. Les programmes d'alphabétisation, de cours de langue, d'enseignement du calcul, de formation de base préalable à une formation spécialisée plus avancée devraient tous pouvoir offrir un revenu de remplacement. Il pourrait aussi être utile que certains chômeurs suivent des cours de préparation aux affaires, de comptabilité, de marketing et dans d'autres domaines pertinents pour se préparer à lancer une entreprise. Il faudrait se demander avant tout si les programmes contribuent

à l'employabilité et non s'ils satisfont à des critères de sélection rigides.

Recommandation 10 :

Même si elles sont régies par les lignes directrices nationales générales, la durée et la nature appropriées des programmes de formation doivent être établies en fonction des besoins locaux et de ceux des clients. Il faudra à cette fin supprimer les critères de sélection rigides et déléguer un important pouvoir de décision de l'échelon national au niveau des fonctionnaires des CEC locaux qui connaissent bien les besoins de la collectivité. Les partenaires du marché du travail devront aussi superviser l'administration des programmes au niveau local.

Information plus abondante sur le marché du travail et les programmes

Il faut également, de toute nécessité, rendre plus accessible l'information sur les marchés du travail, sur la formation, sur les programmes gouvernementaux et sur les emplois vacants. La meilleure façon d'accroître l'efficacité des programmes destinés au marché du travail, c'est de faire en sorte que personne ne se voie empêché d'obtenir un emploi parce qu'il n'était pas au courant de son existence, et que personne ne se voie empêché d'avoir accès aux programmes de formation par méconnaissance de l'existence des programmes et des services de soutien disponibles.

Il n'existe pas de source unique d'information sur les programmes et les services de soutien disponibles pour quiconque essaie d'entrer dans le système de formation. Ce n'est pas étonnant, vu le large éventail de programmes offerts par les divers niveaux de gouvernement. Le manque d'information détaillée et facile à utiliser inhibe cependant l'efficacité des programmes destinés au marché du travail et empêche ceux qui ont des besoins véritables d'avoir accès aux programmes appropriés. Étant donné les possibilités de la technologie actuelle, il vaudrait peut-être la peine d'étudier divers systèmes d'information en direct faciles à utiliser, accessibles à partir des bureaux des CEC, des services d'orientation communautaires et des établissements d'enseignement.

L'absence de liste complète des emplois vacants réduit l'efficience les programmes destinés au marché du travail. Les organismes locaux et les gens qui essaient de recourir à leurs services voient alors leurs efforts bloqués par la méconnaissance de ce que la communauté peut offrir aux demandeurs d'emplois.

Recommandation 11 :

Le gouvernement fédéral devrait faire en sorte que tous les CEC locaux, les centres d'orientation professionnelle communautaires et les établissements d'enseignement aient accès à une liste complète et facile à utiliser des programmes fédéraux et provinciaux de formation offerts dans leur collectivité, et que ces renseignements soient mis à jour régulièrement. Une telle liste devrait comprendre des renseignements sur l'accès aux services de soutien comme les services de garderie, par exemple. Si l'on donne suite à la recommandation sur la création du conseil fédéral-provincial des ministres responsables des questions du marché du travail, celui-ci pourrait notamment créer un mécanisme de collecte de l'information en question. Le gouvernement fédéral devrait toutefois assumer la responsabilité de rendre cette information facile à utiliser pour les conseillers et les clients.

Recommandation 12 :

Il faudrait encourager les CEC locaux à rendre leurs listes d'emplois vacants les plus complètes possible et à profiter des liens locaux avec les écoles, les lieux de travail et les organismes communautaires à la fois pour diffuser et pour recueillir de l'information afin que les clients et les organismes de la collectivité disposent de renseignements complets sur les emplois vacants.

Nécessité de revoir les programmes destinés au marché du travail

Les programmes destinés au marché du travail doivent toujours faire concurrence à d'autres mesures pour obtenir des fonds publics. Nos programmes doivent de plus évoluer en même temps que la société afin de répondre à des besoins nouveaux. C'est pourquoi il est crucial que les administrations publiques prévoient la capacité et les ressources nécessaires pour déterminer si les programmes atteignent leurs objectifs et répondent aux besoins des clients. Tous les nouveaux programmes destinés au marché du travail doivent pouvoir répondre aux questions suivantes : «Donnent-ils des résultats?» et «Assurent-ils le meilleur service possible aux Canadiens?»

Recommandation 13 :

Le gouvernement fédéral devrait étudier avec les provinces la possibilité d'établir un système commun de collecte des données et d'évaluation des systèmes afin de pouvoir contrôler régulièrement l'efficacité des programmes destinés au marché du travail et la dépense des deniers publics. On pourrait évaluer régulièrement, entre autres, l'efficacité de l'assurance-chômage, la Planification de l'emploi, le service d'adaptation industrielle, les programmes provinciaux destinés au marché du travail et les liens entre toutes ces mesures.

Conclusion

Comme nous l'avons signalé dans notre rapport, l'insuffisance des programmes de formation destinés aux chômeurs est un des principaux problèmes que pose le marché du travail. Nos programmes actuels destinés au marché du travail desservent mal un très grand nombre de chômeurs. Nous estimons que le moment est venu d'entreprendre une réforme à la fois de la formulation des politiques du marché du travail au Canada et de l'administration des programmes pertinents. Le but de l'opération est bien sûr de faire en sorte que les programmes répondent aux besoins de la population et qu'ils continuent de le faire parallèlement à l'évolution du marché du travail. Nos recommandations, et spécialement celles qui portent sur l'orientation par les milieux d'affaires et les syndicats de l'établissement des objectifs élémentaires du marché du travail et de l'administration des programmes, constituent selon nous un premier pas dans la voie d'une évolution de la formulation des politiques et de l'administration des programmes. Le moment est venu d'entreprendre cette évolution.

MEMBRES DU GROUPE DE TRAVAIL

David Adams est le directeur national adjoint du Service de l'éducation du Syndicat canadien de la fonction publique, poste qu'il occupe depuis 1987. M. Adams, qui est au service du SCFP depuis 1974, a occupé le poste de représentant national en Alberta, en Ontario et en Colombie-Britannique. De 1984 à 1987, il est représentant à l'éducation pour le SCFP en Colombie-Britannique. Avant cela, M. Adams est président d'un syndicat local du SCFP travaillant avec la ville d'Edmonton.

André Chartrand est vice-président international de l'Association internationale des poseurs d'isolant et des travailleurs de l'amiante. En 1978, il est élu gérant d'affaires de la section locale 58 à Montréal. En 1980, M. Chartrand est élu président du Conseil provincial du Québec des métiers de la construction; et en 1982, il est élu à son poste actuel. M. Chartrand est vice-président du Service des métiers du bâtiment et de la construction de l'AFL/CIO et vice-président de la Fédération canadienne du travail. Il est aussi membre du Conseil d'administration du Centre canadien du marché du travail et de la productivité.

Gérard Docquier est directeur national pour le Canada des Métallurgistes unis du Canada, qui représentent quelque 160 000 membres. Il est vice-président du Congrès du Travail du Canada, qu'il représente, avec les Métallos, auprès de l'OIT. M. Docquier est aussi membre du Conseil d'administration du Centre canadien du marché du travail et de la productivité. Il est membre de la Commission de services juridiques du Québec et de la Commission des accidents de travail de l'Ontario.

Jean Dubé est, depuis 1977, vice-président, Ressources humaines et relations industrielles, chez Rolland Inc. Depuis deux ans, M. Dubé est membre du Comité de direction de la section Ressources humaines de l'Association canadienne des pâtes et papiers. M. Dubé est aussi président de l'Association de la santé et de sécurité des pâtes et papier du Québec.

Clifford Evans est vice-président international de l'Union internationale des travailleurs unis de l'alimentation et du commerce (UITUAC). En 1970, il est élu administrateur canadien de l'Association internationale des employés de commerce. En 1979, les Employés de commerce fusionnent avec les Amalgamated Meat Cutters and Butcher Workmen pour créer l'UITUAC. Lors du congrès de fondation, M. Evans est élu administrateur canadien et vice-président international. Il est vice-président général du Congrès du Travail du Canada et membre du Conseil d'administration du Centre canadien du marché du travail et de la productivité. Il siège aussi au Comité consultatif sur le commerce extérieur, nommé par le ministre du Commerce extérieur.

Alphonse Finn est directeur d'usine des Pêcheries F.N. Fisheries, du Nouveau-Brunswick. M. Finn a travaillé dans l'industrie du traitement du poisson pendant de nombreuses années. En 1966, il entre chez Pêcheries F.N. Fisheries en tant que directeur de la production, puis il devient directeur de l'usine en 1971. En 1987, il se porte acquéreur de l'usine, avec un groupe de pêcheurs locaux.

Douglas Fowlow est, depuis 1987, président du Western Community College, de Terre-Neuve. Auparavant, il a occupé le poste de président-fondateur du Bay St. George Community College, de 1977 à 1987. De 1975 à 1977, il est directeur régional de l'Éducation des adultes et de l'Enseignement permanent à Bay St. George et, de 1973 à 1975, il est directeur adjoint des Cours et conférences, à l'Université Memorial. Il est

membre de l'Association canadienne pour l'éducation des adultes et de l'Association canadienne de la formation professionnelle.

Kam Gajdosik est directeur de la Construction Labour Relations Association du Manitoba. Il accède à ce poste en 1987; auparavant, il est, de 1982 à 1987, agent supérieur des relations du travail auprès de l'Association. De 1959 à 1981, M. Gajdosik est représentant commercial supérieur et secrétaire-trésorier de l'Union internationale des journaliers d'Amérique du Nord, section locale 101, à Winnipeg. Il est membre du Manitoba Labour Management Review Committee, de 1970 à 1976; président du Manitoba-Winnipeg Building and Construction Trades Council, de 1972 à 1975; et membre fondateur de «Work 80s», programme financé par le gouvernement fédéral et destiné à venir en aide aux ouvriers de la construction en chômage qui ont épuisé leurs prestations d'assurance-chômage.

William Mann est premier vice-président aux Ressources humaines chez Southam Inc. Il entre chez Southam en 1986 en tant que vice-président, Ressources humaines, et en 1988, il est nommé premier vice-président. Avant d'entrer chez Southam, M. Mann est vice-président aux Ressources humaines à la Compagnie Pétrolière Impériale Limitée, de 1982 à 1986, et vice-président, Finances et Administration, chez Esso Ressources Canada Limitée, de 1980 à 1982. M. Mann est président, Relations entre employeurs et employés de la Chambre de Commerce du Canada, président du Corporate Volunteer Council of Metro Toronto, et membre du Conseil d'administration du Centre canadien du marché du travail et de la productivité.

Jack Pearpoint est, depuis 1976, président du Frontier College, de Toronto. Pendant ses 14 années à la présidence du Frontier College, M. Pearpoint a supervisé la naissance d'un certain nombre d'initiatives nouvelles : l'apprentissage individualisé axé sur l'élève, premier programme entièrement canadien d'alphabétisation; «Beat the Street», programme d'alphabétisation pour les gens de la rue; et «Learning in the Workplace», programme destiné à aider le secteur privé à doter les milieux de travail de techniques d'alphabétisation et d'apprentissage. De 1973 à 1976, il est à Ottawa, où il dirige la Division des projets du SUCO.

Hubert Saint Onge est directeur des Ressources humaines chez Shell Canada. Il est chez Shell Canada depuis 1981, où il a occupé plusieurs postes, dont celui de directeur de la formation, directeur des Ressources humaines pour la Direction des services à l'entreprise et de recherche, de coordonnateur des ressources humaines, de conseiller en services à l'entreprise et en perfectionnement des cadres. Auparavant, M. Saint-Onge était au ministère des Collèges et Universités de l'Ontario, où il a été directeur du Bureau de formation et de coordination. Il est membre du Comité des relations entre employeurs et employés de la Chambre de Commerce du Canada.

SECTION III
Assistés sociaux

RAPPORT DU GROUPE DE TRAVAIL

AVANT-PROPOS

Cet été, nous avons été invités à devenir membres du Groupe de travail sur les programmes pour les assistés sociaux. Ce Groupe de travail est l'un des sept que le Centre canadien du marché du travail et de la productivité a créés dans le cadre de l'exercice de consultation du ministère de l'Emploi et de l'Immigration sur la Stratégie de mise en valeur de la main-d'oeuvre annoncée en avril dernier.

Le mandat du Groupe de travail consistait d'abord à examiner les obstacles auxquels se heurtent les assistés sociaux qui ont à faire la transition entre le bien-être et l'emploi, puis à formuler des recommandations sur la façon d'améliorer les programmes de formation pour les assistés sociaux afin de faciliter cette transition.

Mais ce mandat a aussi amené le Groupe de travail à se pencher sur certaines des questions plus vastes qui concernent la formation et l'emploi des assistés sociaux. Le Groupe de travail reconnaît le besoin de recommandations spécifiques à court terme dans les domaines qui sont du ressort de son mandat. Cependant, il ne lui est pas paru possible de discuter de recommandations à court terme sans les situer dans le contexte du débat à plus long terme actuellement en cours dans des domaines comme les garderies, le logement et l'alphabétisation. Pour cette raison, le Groupe de travail a retenu (à l'annexe 5) une analyse de certains des domaines où il croit que la politique sociale actuelle a des incidences sur la formation pour les assistés sociaux.

Le rapport du Groupe de travail renferme un total de 28 recommandations, qui, de l'avis des membres, seraient de nature à améliorer sensiblement les perspectives d'emploi des assistés sociaux.

Notre rapport comporte quatre grandes sections. Dans la première, nous faisons un examen des obstacles auxquels se heurtent les assistés sociaux : les obstacles découlant de l'absence de mécanismes intégrés de soutien de la formation; les obstacles découlant de la mauvaise conception des systèmes et des programmes; les obstacles personnels; et les désincitations financières.

Dans la deuxième grande section de notre rapport, qui renferme le gros des recommandations, nous exposons une autre approche possible - ancrée dans la collectivité - des programmes de formation pour les assistés sociaux. Cette autre approche - tant par sa conception que par ses caractéristiques de mise en oeuvre - serait articulée sur le principe voulant que le système d'administration doit répondre aux besoins individuels des assistés sociaux. Elle doit donc être accessible, souple, et articulée, finalement, sur l'acquisition par les personnes de compétences vendables et transférables.

Nous ne prétendons pas avoir formulé un éventail de recommandations qui réglera tous les problèmes auxquels font face les assistés sociaux en matière de formation et d'emploi. Cela dépassait nos capacités personnelles, même si nous avions eu beaucoup plus de temps pour nous acquitter de notre tâche.

Nous ne prétendons pas non plus avoir abordé les circonstances et les besoins spéciaux de certains groupes d'assistés sociaux, plus particulièrement des autochtones autochtones. Le Groupe de travail estime que la question des programmes destinés aux bénéficiaires autochtones est liée de façon inextricable à leur autonomie politique et outrepasse par conséquent son mandat. Cela étant dit, toutefois, le Groupe de travail estime quand même que son rapport est complet et offre un cadre utile de conception de programmes adaptables à la multitude de situations et d'expériences des divers groupes de bénéficiaires.

Néanmoins, nous avons bon espoir que nos recommandations amélioreront sensiblement la situation des assistés sociaux et nous comptons bien sur le plaisir de discuter de ces recommandations avec un auditoire plus vaste.

Daryl Bean

Marcy Cohen

Ken Murdoch

Linda Torney

Peter Vivian

Peter Woolford

UTILISATION DE LA CAISSE D'ASSURANCE-CHÔMAGE

La Stratégie de mise en valeur de lamain-d'oeuvre réserve 50 millions de dollars à l'augmentation des programmes d'emploi des AS. Même s'il est entièrement d'accord sur le besoin d'augmenter le financement des programmes d'emploi des AS, le Groupe de travail se sent obligé d'exprimer son profond désaccord sur l'utilisation de la caisse d'assurance-chômage pour financer des programmes supplémentaires. Entièrement financé par les primes des employeurs et des employés, le compte d'assurance-chômage doit fournir un revenu «d'assurance» aux travailleurs. Les assistés sociaux ont certes besoin eux aussi d'un revenu pour subvenir à leurs besoins pendant qu'ils cherchent à s'établir dans le marché du travail, mais le Groupe de travail estime que ce revenu devrait logiquement leur provenir du Régime d'assistance publique du Canada et d'autres mécanismes de financement déjà établis afin de fournir aux assistés sociaux un revenu et des occasions de formation.

Malgré ses objections à l'égard de l'utilisation de la caisse d'assurance-chômage comme source de financement, le Groupe de travail a convenu de se réunir et de discuter de l'affectation de budgets supplémentaires à la formation des assistés sociaux, principalement parce qu'il croit que la question de la formation est trop importante pour être passée sous silence. Les assistés sociaux du Canada ont manifestement besoin de plus d'occasions de formation pour se transformer d'individus dépendants en travailleurs actifs. De l'avis du Groupe de travail, la formation est la seule véritable façon pour les travailleurs désavantagés de s'adapter et de réussir dans une économie dominée par les pressions techniques et compétitives. C'est pourquoi le Groupe de travail a jugé qu'il devait apporter sa contribution au débat sur la réforme du système de formation au Canada.

Recommandation 1 :

Le Groupe de travail reconnaît certes que les assistés sociaux ont besoin d'aide financière à la formation et à d'autres points de vue, mais il s'oppose à ce que les fonds de l'assurance-chômage servent à des fins autres que le soutien du revenu des chômeurs.

EXAMEN DES OBSTACLES AUX PROGRAMMES PE/AS

Pour concevoir de meilleurs programmes, il importe de comprendre les obstacles qui inhibent présentement le succès des assistés sociaux. Les recherches du Groupe de travail révèlent que la plupart des obstacles à la formation des AS résultent de programmes mal conçus plutôt que de difficultés inhérentes auxquelles pourraient faire face les assistés sociaux. On pourrait par conséquent supprimer beaucoup d'obstacles aux programmes en améliorant tout simplement la façon de les concevoir. Cette tâche est malheureusement compliquée par la complexité des besoins des personnes gravement désavantagées sur le plan d'emploi, et par la rareté des rapports d'évaluation ou des études de recherche démographiques qui permettraient d'orienter la recherche de solutions efficaces.

Les évaluations actuelles des programmes PE/AS sont plutôt limitées, car beaucoup de projets en sont encore à leurs premiers pas. L'absence de critères nationaux sur les programmes a aussi nui à la capacité du groupe de travail d'évaluer l'efficacité relative des diverses stratégies. D'après les données réunies, il est tout au moins essentiel d'identifier les besoins spécifiques des personnes afin d'éviter «l'écrémage». Les programmes d'écrémage obtiennent de bons résultats parce qu'ils aident des personnes qui, selon toute probabilité, auraient réussi par elles-mêmes à trouver un emploi.

Malgré ces limites, le Groupe a dégagé les obstacles suivants qui posent un problème pour les personnes qui bénéficient actuellement des programmes fédéraux ou provinciaux d'aide sociale et qui désirent soit obtenir de la formation, soit devenir actifs. Ces renseignements sont basés sur l'évaluation qu'a faite le Groupe de travail des programmes de formation PE et que l'on retrouve à l'annexe 3, ainsi que sur l'expérience de la clientèle de divers programmes en particulier, sur les problèmes signalés par les administrateurs des services de bien-être, sur des documents d'évaluation et des mémoires rédigés par divers groupes d'intervention intéressés à la formation des assistés sociaux.

Obstacles découlant de l'absence de soutien intégré à la formation

Absence de services de garderie subventionnés et d'autres mesures de soutien à la formation

De l'avis du Groupe de travail, l'insuffisance des services de garderie subventionnés est le plus important obstacle qui empêche les AS de participer aux programmes de formation. Les frais de garde d'enfants ne sont toutefois pas les seuls frais que doivent encourir ceux qui entreprennent un programme de formation. L'inscription à un programme de formation peut également contraindre le participant à encourir des dépenses supplémentaires pour des vêtements et le transport, notamment. Les programmes de formation qui ne prévoient pas d'aide financière pour les dépenses liées à la formation imposent aux assistés sociaux un lourd fardeau financier qui les dissuade d'y participer. En effet, comme les coûts en question ne sont pas subventionnés, la formation demeure une solution d'un coût prohibitif pour beaucoup d'AS.

Absence de liens entre les programmes

Les municipalités, les provinces et le fédéral offrent des programmes d'amélioration de l'emploi. Les clients de l'aide sociale sont desservis par les administrations municipales et provinciales. À cause de la pléthore de programmes et de mécanismes de prestation, il est difficile pour les intéressés de se retrouver dans ce labyrinthe de possibilités.

De même, l'absence de liens fait qu'il est presque impossible pour un AS de faire le passage de la formation préparatoire à l'emploi (cours de lecture, d'écriture ou d'anglais/français langue seconde), à

la formation en cours d'emploi. Faute de coordination entre les divers niveaux d'application de programmes, les participants voient leurs «plans de formation» piétiner, dans la meilleure éventualité, ou tomber à l'eau, dans la pire éventualité. Le manque de coordination entre les programmes et la diversité des particularités à l'intérieur d'initiatives distinctes rendent incompatibles beaucoup de projets de formation et de programmes de bien-être.

Obstacles découlant de la médiocrité du système et de la conception des programmes

Accès insuffisant aux renseignements sur la formation PE

Actuellement, rien ne garantit que tous les assistés sociaux admissibles seront mis au courant des possibilités de formation. Certains travailleurs sociaux reçoivent de l'information sur les programmes PE destinés aux AS des représentants du Centre d'emploi du Canada local. Les clients du bien-être peuvent entendre parler des programmes par les travailleurs sociaux, les conseillers du CEC, les journaux ou le «bouche-à-oreille».

La complexité des programmes possibles fait que nombre de clients assistés sociaux ne connaissent tout simplement pas les possibilités de formation PE/AS.

Exigences d'admissibilité et ciblage

Les problèmes de correspondance entre les clients appropriés et les programmes de formation qui existent sont attribuables à diverses raisons. Dans certains cas, des critères restrictifs de formation excluent les assistés sociaux, qui pourraient très bien réussir s'ils étaient admis au programme. Certains cours de formation exigent par exemple que l'intéressé ait terminé sa douzième année avant de s'inscrire. Cette règle d'admissibilité ne tient pas compte du fait que beaucoup d'AS sont analphabètes ou ont une formation scolaire très inférieure à celle d'un diplômé d'école secondaire. Ces programmes doivent certes comporter des critères d'admissibilité pour être efficaces, mais ils doivent aussi être assez souples pour reconnaître la valeur des diverses expériences que les adultes apportent souvent à la classe.

Sans une compréhension plus générale de la population cliente, le ciblage en vue de certains types de formation professionnelle exclut beaucoup de candidats qui pourraient se révéler excellents.

Manque de programmes d'amélioration de l'éducation générale

Comme il n'y a pas suffisamment de programmes d'amélioration de l'éducation au niveau provincial et local, il est difficile pour les clients de l'aide sociale de s'inscrire à des programmes de formation. Sans un meilleur accès aux cours d'alphabétisation, d'anglais/français langue seconde, d'éducation aux adultes et de formation préparatoire à l'emploi, la participation aux programmes demeurera très difficile pour une bonne partie des bénéficiaires de l'aide sociale.

Si l'on ne fait pas un effort considérable pour inclure un volet alphabétisation aux programmes de formation destinés aux assistés sociaux, peu d'entre eux pourront bénéficier d'une formation relative à l'emploi.

Employable/inemployable

Le facteur déterminant qui permet d'identifier ceux qui, parmi les assistés sociaux, sont admissibles aux programmes d'amélioration de l'emploi est «l'employabilité». (L'annexe 1 du présent document contient une explication de la distinction que l'on fait actuellement entre employable et inemployable.) Les provinces ont défini ce terme à l'aide de critères qui ne sont pas généralement pertinents à la prestation des programmes AS et représentent une grave limite pour les clients de l'aide sociale «inemployables» qui veulent suivre une formation relative à l'emploi.

La distinction établie entre employable et inemployable empêche beaucoup d'AS de participer aux programmes de formation. Les définitions actuelles d'«employable» varient d'une province à l'autre et ne tiennent pas ou presque pas compte de

la capacité ou de la volonté de la personne de participer aux programmes de formation. Les personnes handicapées sont par exemple généralement qualifiées d'inemployables par les systèmes de bien-être des provinces et des territoires, même si beaucoup d'entre elles veulent travailler et en sont capables. À cause de ces catégories, une part importante de la population des AS ne pourra profiter des possibilités de formation.

Racisme et discrimination

Un sondage récent effectué auprès des stagiaires AS par l'Organisation nationale anti-pauvreté (ONAP) laisse entendre que les personnes handicapées, les membres des minorités visibles, les Canadiens autochtones, les réfugiés et les nouveaux immigrants notamment sont souvent victimes de discrimination de la part des enseignants et des administrateurs de la formation. L'existence d'un racisme flagrant et d'attitudes plus subtilement négatives envers certains groupes d'assistés sociaux à l'intérieur du système de formation constitue un obstacle important à la participation de l'assisté social et à sa réussite à l'intérieur d'un programme de formation. Les pouvoirs publics doivent s'efforcer activement d'extirper toutes ies formes de racisme et de discrimination inhérentes au régime de formation en vigueur s'ils veulent que les assistés sociaux qui ont le plus besoin de formation puissent en bénéficier.

Disponibilité de cours de formation

Beaucoup de cours de formation offerts dans le cadre du programme PE/AS n'existent pas dans les localités rurales ou éloignées. En fait, le système scolaire n'a pas encore épuisé les possibilités offertes par les technologies comme l'informatique et la télévision par satellite pour fournir des possibilités d'éducation à distance aux résidents des collectivités éloignées. Par conséquent, les assistés sociaux de ces secteurs qui veulent suivre des cours de formation doivent quitter leur localité et leur réseau de soutien.

De même, certains parents célibataires, des personnes handicapées et d'autres assistés sociaux ont un accès limité aux occasions de formation parce qu'ils sont incapables d'entreprendre des programmes à plein temps et que très peu de programmes sont offerts à temps partiel. De plus, beaucoup de programmes de formation offerts par les administrations publiques ne sont disponibles que pendant l'année scolaire plutôt que sur une base continue. Parce qu'on met l'accent sur les programmes scolaires, certaines personnes sont obligées d'attendre plusieurs mois pour entreprendre un cours de formation. Tant que tous les programmes ne seront pas offerts sur une base continue et à temps partiel dans le cas des personnes incapables d'entreprendre une formation à plein temps, les possibilités de formation continueront d'échapper à beaucoup d'assistés sociaux.

Insuffisance des périodes de formation

Pour être efficace, la formation doit durer assez longtemps pour permettre d'acquérir les compétences de base nécessaires à l'emploi. Une partie de la formation offerte aux assistés sociaux est inadéquate parce que les cours durent trop peu de temps. Lorsqu'on a été assisté social pendant longtemps, on peut avoir besoin d'une formation plus longue pour reprendre confiance en soi et atteindre le niveau où l'on est prêt à assumer un emploi.

Beaucoup d'assistés sociaux sont des illettrés fonctionnels et n'ont pas assez de quatre mois de formation pour acquérir les aptitudes nécessaires : savoir lire, écrire, compter. Il leur faut souvent des cours d aptitudes générales, avant toute forme de recyclage ou de cours d'accès à l'emploi. Le ministère de la Culture et des Communications de l'Ontario estime qu'il pourrait falloir jusqu'à 900 heures d'enseignement pour amener un adulte jusqu'à un niveau fonctionnel d'alphabétisation. Pour amener la même personne au niveau de la 12e année, il faut ajouter 400 heures d'enseignement.

Formation appropriée

Le manque d'analyses sur le marché du travail freine la préparation de cours de formation adéquats pour les assistés sociaux. Dans beaucoup de cas, on forme ces personnes pour des emplois qui ne sont pas en demande. De plus, la piètre conception des programmes, y compris l'absence de critères et d'objectifs clairs, crée souvent chez les participants un sentiment inutile d'échec.

La principale contrainte qui empêche les gouvernements d'offrir une formation adéquate est l'absence de données d'évaluation valables. Sans recherche sur les programmes de formation, les

gouvernements n'ont que peu de moyens de déterminer quels sont les programmes les plus efficaces ou qui conviennent le mieux pour certains clients quant à la formation offerte ou à la demande de ces nouvelles aptitudes sur le marché du travail.

Manque d'uniformité dans les critères

L'absence de critères nationaux définissant les taux des prestations d'aide sociale ou l'admissibilité aux programmes de formation est un autre obstacle à la participation. Sans critères nationaux définissant le minimum auquel ont droit les AS en ce qui concerne la qualité de la formation et de la consultation, des questions d'équité d'accès entre les niveaux de compétence se posent. Faute de critères nationaux, il est également difficile de mesurer la réussite des programmes. L'établissement de critères nationaux pourrait contribuer à assurer l'efficacité de l'affectation des rares ressources financières.

Nature à court terme du financement

Aux termes du mécanisme actuel de financement des ententes quadripartites de la PE, beaucoup de programmes-pilotes novateurs de formation destinés aux AS fonctionnent sans aucune garantie que les meilleurs pourront durer plus d'une ou deux années financières. Cela est particulièrement vrai dans le cas des projets d'employabilité des AS, financés aux termes du programme **Innovations** de la PE. Le court délai imposé pour la conception et la mise en oeuvre des nouveaux programmes destinés aux AS est à la fois inefficace du point de vue financier et destructeur du point de vue psychologique pour les assistés sociaux qui participent à un programme de formation à court terme. À cause de la brièveté de la plupart des programmes de formation, il est difficile pour les AS qui n'y ont jamais participé de savoir lesquels leur sont accessibles.

Obstacles personnels

Manque de confiance en soi

Le manque de confiance en soi est l'un des plus grands obstacles pour les assistés sociaux qui souhaitent suivre des cours de formation liée à l'emploi. Les parents soutien unique, les jeunes ou les personnes handicapées doivent surmonter un problème aigu : le peu d'estime de soi. Cet obstacle affectif est commun à la majorité des bénéficiaires et résulte de la marginalisation et de la stigmatisation qui découlent de leur situation d'assistés sociaux.

Désincitations financières

Perte d'avantages

Beaucoup d'assistés sociaux trouvent difficile la transition entre l'aide sociale et l'emploi. La perte d'un revenu d'aide sociale et des avantages en nature qui font partie du système n'est pas compensée dans les emplois à bas salaire.

Bien que les taux de l'aide sociale dans toutes les provinces soient sensiblement inférieurs aux seuils de faible revenu de Statistique Canada, mieux connus sous le nom de seuils de la pauvreté, ils atteignent en moyenne 20 % de plus que le salaire minimum. Quitter l'aide sociale pour un emploi au bas de l'échelle signifie donc souvent perdre un revenu et d'autres avantages.

Le risque est particulièrement fort pour les parents seuls, car le coût des services de garderie, des subventions au logement, des transports et des soins médicaux n'est pas remboursé au client qui n'est plus assisté social. Dans certains cas, les services de bien-être assument ces coûts durant une brève période après l'achèvement de la formation. Lorsque les prestations cessent, les clients doivent toutefois absorber une forte hausse des frais de subsistance.

Récupération fiscale des gains d'un emploi

Dans certains cas, lorsque les assistés sociaux deviennent actifs ou participent à des programmes de formation, il arrive que l'on réduise leur revenu d'aide sociale. Il existe dans chaque province des formules différentes d'incitation aux gains. Dans certains cas, on commence à amputer les prestations d'aide sociale du montant du revenu dès que le client a gagné aussi peu que 50 $ en un mois. Les formules de déduction des gains (taux de récupération fiscale) dissuadent les bénéficiaires de quitter le régime d'aide sociale en les privant de revenus gagnés.

Dans d'autres cas, certaines formules d'incitation aux gains favorisent davantage le travail à temps partiel que le travail à plein temps, du fait que la combinaison des revenus d'aide sociale et des gains d'un emploi à temps partiel dépasse le revenu que produirait l'emploi à plein temps.

La perte d'avantages en nature, les taux de récupération fiscale et les bas salaires se conjuguent pour faire de l'emploi rémunéré une option que de nombreux assistés sociaux ne trouvent pas très attrayante.

Manque d'emplois

Le manque d'occasions d'emploi est en général un élément de dissuasion pour certains assistés sociaux qui, sinon, demanderaient à suivre des cours de formation liés à l'emploi.

Les preuves sont inquiétantes : beaucoup de clients ne peuvent trouver de l'emploi dans leur collectivité après avoir terminé un programme de formation. Selon une étude récente préparée pour la CEIC, le pourcentage d'anciens stagiaires qui restent sur l'aide sociale se situe entre 10 % et 59 % selon le type de famille. Une autre tranche de 8 % à 48 % des répondants sont devenus assistés sociaux, après la formation, même s'ils ne l'étaient pas auparavant.

Dans les communautés rurales et à industrie unique, le manque de possibilités d'emploi demeure un obstacle particulièrement inquiétant à la participation des AS aux programmes de formation.

Comme la liste d'obstacles ci-dessus le laisse entendre, la conception et l'administration actuelles des programmes de formation PE/AS soulèvent beaucoup de questions. On peut surmonter un grand nombre de ces obstacles en confiant aux participants à la formation un plus grand contrôle et un plus grand choix de possibilités de formation. L'évaluation qu'a faite le Groupe de travail des programmes de la Planification de l'emploi destinés aux AS, que l'on retrouve à l'annexe 3, appuie l'opinion selon laquelle les programmes de formation qui connaissent le plus de succès sont basés dans la collectivité, axés sur les clients, flexibles, à participation volontaire, et mettent l'accent sur l'intégration des assistés sociaux aux programmes généraux de formation et d'emploi.

Les représentants fédéraux et provinciaux responsables des ententes quadripartites semblent généralement d'accord avec le Groupe de travail à ce sujet. Au cours d'une réunion sur les programmes nationaux qui a porté sur l'initiative d'amélioration de l'employabilité en juin 1989, les représentants fédéraux et provinciaux ont insisté énergiquement pour que tous les programmes futurs soient fortement axés sur les clients. Les participants ont aussi suggéré que les programmes soient de nature volontaire, plus décentralisés sur le plan de l'autorité et de l'administration et qu'on place dans la mesure du possible les clients dans les programmes généraux au lieu de confiner les AS dans des programmes qui leur soient réservés exclusivement.

Tout semble indiquer que les programmes ainsi organisés produisent des stagiaires très motivés et actifs. C'est pourquoi le Groupe de travail croit que l'orientation vers les clients, la flexibilité et la participation volontaire doivent être considérées comme les caractéristiques de base de toutes les réformes mises de l'avant dans ses recommandations. Le Groupe de travail s'attend en fait à ce que toutes ses recommandations soient interprétées de façon à comprendre ces caractéristiques.

Recommandation 2 :

Le Groupe de travail estime que toutes les réformes apportées aux programmes de formation destinés aux AS devraient comprendre un engagement clair : les programmes seront axés sur les clients, la conception en sera flexible et la participation des intéressés, volontaire. Toutes les recommandations formulées par le Groupe de travail devraient être considérées comme comportant aussi un engagement envers ces principes de base.

La tendance principale du rapport vise à encourager la prestation de programmes de formation plus nombreux et plus efficaces, mais le Groupe de travail désire préciser clairement qu'il ne considère

pas la formation comme une panacée à tous les problèmes des assistés sociaux. Comme l'a prouvé la récession de 1981-1982, la formation et l'éducation ne peuvent garantir à personne un emploi en période de chômage élevé. C'est pourquoi le Groupe de travail estime que si l'on s'engage à assurer une formation de qualité, les administrations publiques doivent s'engager tout autant à appliquer le principe du plein emploi. Seul un effort égal sur les deux fronts de la formation et de l'emploi permettra aux administrations publiques d'offrir aux travailleurs désavantagés une alternatif réaliste au bien-être social chronique.

Recommandation 3 :

Le gouvernement fédéral, les provinces et les territoires doivent réaffirmer leur engagement à l'égard des principes du plein emploi et de la création d'emplois de qualité. Reconnaissant que la formation n'est pas une panacée au chômage, le Groupe de travail exhorte les gouvernements à essayer d'établir un équilibre entre les programmes de formation et les prévisions d'emplois de qualité disponibles sur le marché du travail.

STRATÉGIE COMMUNAUTAIRE POSSIBLE D'ADMINISTRATION DES PROGRAMMES DE FORMATION L'INTENTION DES ASSISTÉS SOCIAUX

Le Groupe de travail a décrit, dans le chapitre précédent et dans l'annexe, les faiblesses du système actuel d'administration des programmes destinés aux assistés sociaux. Il a été démontré que la conception médiocre des programmes et le manque de coordination entre les groupes communautaires intéressés et les divers paliers de gouvernement sont la cause d'un certain nombre d'obstacles qui empêchent beaucoup d'assistés sociaux de profiter des occasions de formation et d'éducation auxquelles ils ont droit. Dans le but d'améliorer la situation, le Groupe de travail sur les programmes de formation pour les assistés sociaux a suggéré d'implanter un système d'administration des programmes destinés aux AS qui soit davantage basé sur la communauté. Nous essaierons dans ce chapitre d'expliquer plus en détail comment devrait être conçu ce système d'administration de rechange. Le chapitre contient aussi les recommandations du Groupe de travail auxquelles il faudrait donner suite pour implanter ce nouveau système de conception et d'administration des programmes.

Principes de base sur lesquels le Groupe de travail doit s'entendre

Avant de décrire une nouvelle stratégie d'administration des programmes destinés aux AS, il faut en préciser clairement les principes directeurs. Le Groupe de travail a consacré beaucoup d'efforts à l'élaboration des principes et des concepts qui devraient selon lui être à la base de ce nouveau système. Nous précisons ci-dessous les principes qui ont émané des discussions et sur lesquels les participants se sont entendus.

Régime axé sur le perfectionnement éducationnel et l'acquisition de nouvelles compétences

Tout régime de formation des AS doit certes offrir une variété de services aux particuliers, notamment des services spécialisés de consultation, d'information et d'emploi, mais le Groupe de travail est profondément convaincu que le régime doit demeurer axé sur le perfectionnement éducationnel et l'acquisition de nouvelles compétences. Selon le Groupe de travail, tout système de formation destiné à des AS devrait être en mesure de fournir à tous les bénéficiaires des compétences pertinentes et commercialisables. Cela devrait permettre aux participants qui terminent leur programme avec succès de joindre le reste de la population active. La meilleure façon de garantir que les stagiaires recevront des compétences commercialisables est de leur dispenser une formation professionnelle dans des domaines mobiles qui connaissent une croissance rapide. De toute évidence, la formation liée au travail comprend des cours pertinents de préemploi dans des domaines comme l'éducation permanente de base, l'alphabétisation et les cours d'anglais ou de français langue seconde. Le Groupe de travail n'accepte toutefois pas qu'on utilise les deniers publics affectés aux programmes pour former des AS dans des professions qui n'offrent à peu près aucune compétence transférable ni mobilité. Cela ne signifie pas qu'il faut empêcher les assistés sociaux qui ont des ambitions ou des capacités professionnelles modestes de suivre une formation dans des métiers peu spécialisés. Le Groupe de travail croit fermement que toute formation doit être directement liée aux désirs et aux besoins de chaque personne et que les AS doivent être en mesure d'orienter leur formation comme ils le désirent. Le Groupe de travail estime néanmoins qu'en règle générale, les fonds affectés aux programmes des AS

doivent être réservés à la formation des AS dans les secteurs professionnels où il existe un potentiel réel de mobilité ascendante de revenu et où les ambitions professionnelles raisonnables peuvent se réaliser.

Recommandation 4 :

Les programmes de formation préparatoire à l'emploi et professionnelle auxquels le gouvernement fédéral contribue financièrement devraient fournir aux stagiaires des compétences vendables et transférables. Les subventions ne devraient pas servir à fournir de la formation dans des métiers peu spécialisés, sauf dans des cas exceptionnels définis par la collectivité.

Utilisation accrue du système d'éducation public et des groupes communautaires dans la prestation des programmes

À l'heure actuelle, la plupart des régimes provinciaux d'aide sociale comptent presque exclusivement sur un personnel interne et des fonctionnaires pour offrir aux AS des services d'orientation, d'autonomie fonctionnelle et, dans une certaine mesure, de formation à l'emploi. La structure actuelle ne tient pas compte du fait que la plupart des collectivités possèdent une vaste diversité d'établissements d'enseignement publics et de groupes communautaires qui se sont spécialisés dans l'orientation et dans d'autres services à des clients particuliers, dont beaucoup sont des assistés sociaux. Le Groupe de travail a proposé que le système de prestation tienne davantage compte de cette compétence communautaire en confiant aux collèges communautaires, aux conseils scolaires locaux et à d'autres groupes communautaires une plus grande responsabilité à l'égard des premiers services d'orientation et de la formation préalable à l'emploi des AS.

Tirer parti des établissements et des programmes qui se sont révélés efficaces

Dans ses échanges, le Groupe de travail semble indiquer que des modifications s'imposent si l'on veut que le régime d'aide sociale du Canada puisse satisfaire les besoins de formation et d'éducation de sa clientèle. Toutefois, on convient également que les réformes seront davantage réalisables et plus efficaces si elles tirent parti des établissements et des programmes qui ont prouvé qu'ils aident des AS à retourner sur le marché du travail. Il faudrait compter énormément sur des établissements comme les collèges communautaires, les écoles secondaires et les groupes communautaires locaux, qui ont acquis beaucoup de savoir-faire au niveau de la formation des AS et d'autres travailleurs défavorisés, pour offrir une stratégie de formation des AS axée davantage sur la collectivité. Les établissements d'enseignement publics et les groupes communautaires sont aussi bien placés pour fournir des services d'extension et d'éducation aux intéressés qui habitent des collectivités rurales ou éloignées. En alliant les méthodes pédagogiques traditionnelles aux nouvelles stratégies rendues possibles par la télévision par satellite et l'informatique, les collèges communautaires et les autres établissements d'enseignement public peuvent offrir une large gamme d'options de formation à une clientèle rurale qui n'a jamais eu de possibilités. En Saskatchewan, par exemple, le ministère provincial de l'Éducation collabore présentement avec la compagnie IBM pour offrir aux résidents des collectivités rurales et urbaines un système d'alphabétisation informatisé appelé **PALS**. En plus d'établir huit centres d'apprentissage permanent, le projet prévoit l'utilisation de quatre unités mobiles d'enseignement qui desserviront les localités plus petites et éloignées.

Recommandation 5 :

Les programmes de formation doivent être administrés en collaboration avec les établissements d'enseignement publics, les syndicats, les entreprises et les groupes communautaires. Les établissements publics devraient s'engager spécialement à assurer des programmes d'éducation et de formation aux résidents des localités rurales et éloignées. En plus d'offrir une gamme traditionnelle de services de conseil et d'enseignement aux stagiaires ruraux, les établissements d'enseignement publics devraient, avec l'aide des gouvernements, s'efforcer de mieux utiliser la télévision par satellite et l'informatique pour offrir aux AS de nouvelles occasions de télé-enseignement.

Du point de vue des programmes, si l'on adopte comme principe de s'appuyer sur ceux qui fonctionnent déjà, il faudrait garantir un financement à long terme aux programmes permanents et aux autres programmes-pilotes de formation qui ont connu beaucoup de succès. Cette approche est beaucoup plus logique que celle du scénario actuel dans lequel

les projets-pilotes sont abandonnés à la fin de chaque année financière pour être remplacés par un autre programme qui pourra ou non avoir le même succès. Le Groupe de travail estime que les projets-pilotes fructueux qui sont actuellement financés aux termes de programmes à court terme comme le volet Innovations de la PE devraient être transférés à un autre secteur de programme qui pourrait assurer un financement à plus long terme des projets. Le Groupe de travail recommande en fait que les programmes-pilotes de formation subventionnés par le fédéral, les provinces ou les territoires comportent une garantie de financement à long terme dans les cas où le programme a prouvé qu'il réussit à doter les AS de compétences vendables.

Recommandation 6 :

Le Groupe de travail recommande que les programmes-pilotes à court terme de formation subventionnés par le fédéral, les provinces ou les territoires, comportent une garantie de financement à long terme dans les cas où le programme a prouvé qu'il réussit à doter les AS de compétences vendables.

Tous les AS devraient avoir un accès égal au plein éventail des possibilités de formation, d'éducation et d'autres formes d'apprentissage

Le Groupe de travail croit qu'il faudrait obliger chaque localité ou région au Canada à fournir aux assistés sociaux désireux de s'en prévaloir un éventail complet de cours de formation préalable à l'emploi et pendant l'emploi, notamment des cours de lecture, d'écriture et de calcul, une éducation de base des adultes, des cours d'anglais ou de français langue seconde, une formation professionnelle et scolaire, de même que l'accès à des services de consultation plus spécialisés pour les AS qui souffrent de troubles affectifs, physiques ou autres.

Recommandation 7 :

Le Groupe de travail recommande que chaque localité ou région au Canada s'efforce de fournir aux assistés sociaux désireux de s'en prévaloir un éventail complet de cours de formation préalables à l'emploi et pendant l'emploi, sans oublier la possibilité de formation à temps partiel. Pour assurer cet éventail complet de possibilités de formation, il faut reconnaître comme programmes légitimes aux fins du financement les cours de lecture, d'écriture et de calcul, les cours d'anglais ou de français langue seconde, de même que les cours d'autonomie fonctionnelle.

De l'avis du Groupe de travail, l'accès à ce menu complet d'options de formation ne peut être garanti à moins que le gouvernement fédéral et les provinces ne garantissent également aux AS une sécurité du revenu pendant leur formation. La sécurité du revenu comprend non seulement le droit de l'AS de continuer à recevoir des prestations d'aide sociale pendant sa formation, mais également le financement **complet** des dépenses engagées pour les services de garderie, le transport, les vêtements, etc. par suite de la participation à un programme de formation. Le Groupe de travail croit certes que tous les AS devraient en général avoir également accès aux allocations de formation, mais il reconnaît quand même que certains bénéficiaires qui ont des besoins spéciaux (et en particulier les personnes handicapées) pourront avoir besoin d'allocations de formation plus élevées pour participer à des programmes. Tout système de soutien de la formation mis en oeuvre par le gouvernement devrait en tenir compte.

Recommandation 8 :

Les gouvernements doivent subventionner intégralement le coût des services de garderie dont ont besoin les assistés sociaux pour participer à des programmes de formation.

Recommandation 9 :

Tous les programmes de formation fédéraux/provinciaux/territoriaux/ municipaux financés par le gouvernement fédéral doivent assurer un soutien du revenu adéquat aux stagiaires. Cela comprend des allocations pour les frais de transport, d'habillement et autres engagés pendant le programme de formation. Il faut en outre maintenir pendant la période de formation les avantages en nature comme les soins médicaux, pharmaceutiques, dentaires et de la vue. Ces avantages devraient être maintenus pendant un certain temps au cours de la période initiale d'emploi et pourraient être éliminés progressivement en fonction du niveau de revenu.

Le Groupe de travail estime également que l'accès aux prêts étudiants pour suivre des cours dans une université ou un collège communautaire devrait aussi être inclus dans toute garantie générale de sécurité du revenu accordée aux AS par le gouver-

nement fédéral et les provinces. Dans beaucoup de provinces, les AS n'ont présentement qu'un accès limité aux prêts étudiants pendant qu'ils touchent des prestations d'aide sociale. Le Groupe de travail estime que ce règlement empêche inutilement les AS d'obtenir l'éducation à long terme dont ils ont souvent besoin pour se lancer dans un métier vendable et à mobilité ascensionnelle.

Recommandation 10 :

Le Groupe de travail recommande que les assistés sociaux qui désirent s'inscrire à des cours d'études supérieures puissent continuer de recevoir leurs prestations d'aide sociale et d'avoir accès à des prêts étudiants afin de poursuivre leurs études.

Des défenseurs pour appuyer et informer l'AS

L'inutilité et, dans certains cas, l'indisponibilité de renseignements sur la formation destinée aux AS représentent une marque de commerce bien malheureuse du régime actuel d'aide sociale. Dans ses échanges, le Groupe de travail a proposé de mettre sur pied un autre système qui essaierait de changer de cap en faisant une distinction claire entre l'aspect défense et information de l'aide sociale et l'aspect réglementation et maintien du revenu du système. Selon le Groupe de travail, quiconque recourt à l'assistance sociale devrait avoir le droit d'assister au départ à des séances d'information avec un travailleur social qui défendrait clairement les intérêts de son client.

Le concept du travailleur-parrain est expliqué plus en détail au chapitre suivant. Ce qu'il faut toutefois préciser clairement ici, c'est qu'on s'attend à ce que ce travailleur social constitue la principale source de renseignements sur les possibilités de formation et d'éducation dont peuvent se prévaloir les AS. Pour jouer ce rôle, les travailleurs-parrains communautaires devront toutefois très bien connaître les problèmes des AS et devraient être représentatifs de la population AS. Il faudrait se baser sur les engagements pris par le gouvernement envers les principes de l'action positive et de l'équité en matière d'emploi pour faire en sorte que les travailleurs-parrains communautaires comptent parmi leurs rangs des parents célibataires, des membres des minorités visibles, des Canadiens autochtones, des personnes handicapées et des membres d'autres groupes représentatifs de la population AS actuelle. C'est uniquement en appliquant ce principe que l'on pourra permettre aux travailleurs-parrains communautaires d'offrir aux AS des conseils et des interventions de leurs pairs.

Les travailleurs-parrains communautaires devraient en général veiller à ce que les AS possèdent l'information et le soutien affectif nécessaires pour prendre des décisions primordiales au sujet de leur avenir. Il aiderait un AS à formuler un plan d'action concret qui pourrait comporter plusieurs étapes de formation préalable à l'emploi et en cours d'emploi en vue d'une profession particulière. La formation préalable à l'emploi pourrait comprendre des éléments comme un apprentissage de l'autonomie fonctionnelle, des cours d'alphabétisation, d'éducation permanente de base, de français ou d'anglais langue seconde, notamment, et des séances de soutien de groupe avec d'autres AS dans la même situation.

À mesure que chaque AS progressera dans son plan d'action, le travailleur-parrain demeurera son principal point de contact, de conseil et d'information. Le travailleur-parrain veillera par exemple à ce que le stagiaire dispose d'un soutien de revenu suffisant pour poursuivre sa formation en lui trouvant une garderie pour ses enfants, en lui assurant l'accès à des indemnités de transport et de vêtement et en modifiant son plan d'action à mesure que ses besoins et ses aspirations évoluent.

Toutes les occasions de formation devraient être accessibles aux AS sur une base volontaire

Le Groupe de travail ne croit pas qu'on doive obliger les AS à participer à des programmes de formation ou à tout autre genre de séance d'information ou d'orientation. Il estime toutefois qu'il faudrait informer systématiquement les AS qu'un travailleur social peut les renseigner sur les possibilités de formation et d'éducation. Les responsables du régime d'aide sociale devraient placarder des affiches, mener des campagnes publicitaires et joindre des avis aux chèques d'aide sociale des prestataires pour les informer de leur droit à un défenseur. Le Groupe de travail est aussi d'avis que les travailleurs sociaux et les autres fonctionnaires compétents des réseaux provinciaux et locaux de bien-être social devraient également être informés systématiquement de l'existence des travailleurs-parrains afin qu'ils puissent eux aussi informer et conseiller les AS sur les possibilités qui existent.

L'information au sujet de la disponibilité d'un travailleur-parrain devrait se faire régulièrement afin de rappeler à chacun des assistés sociaux qu'ils peuvent se prévaloir de cours de formation lorsqu'ils en ont besoin. Le Groupe de travail espère qu'en permettant aux AS de décider eux-mêmes du moment de leur formation, le régime d'aide sociale aidera à leur redonner un sentiment de contrôle et de choix dans leur vie.

Recommandation 11 :

Le Groupe de travail recommande que la participation aux cours de formation et aux séances d'information soit entièrement volontaire.

Les AS participants devraient savoir clairement ce qu'ils ne peuvent tirer des programmes de formation financés par le gouvernement

Afin que les stagiaires et les stagiaires éventuels sachent à quoi s'attendre d'un programme en particulier, les programmes de formation subventionnés par le gouvernement devraient comporter une série d'objectifs clairs et uniformes. Le Groupe de travail ne peut ni ne désire dresser les listes complètes des objectifs et des exigences que devraient comporter les programmes de formation destinés aux AS, mais on peut quand même faire ressortir quelques-unes des exigences les plus fondamentales. Par exemple, tous les programmes de formation devraient fournir aux participants des compétences commercialisables et transférables. Il faudrait également évaluer en profondeur tous les programmes de formation afin d'en connaître le taux de succès.

Il est tout aussi important que les programmes de formation fassent connaître honnêtement aux participants les défis qu'ils devront relever après la formation, et lorsqu'ils auront de la difficulté à faire le passage de la dépendance à un emploi à plein temps. Pendant cette étape, l'AS a besoin de beaucoup d'appui de la part des travailleurs-parrains et des autres membres du personnel de formation afin de se fixer des objectifs réalistes vis-à-vis de son emploi futur.

Besoin de critères nationaux dans les programmes

La souplesse de la conception des programmes garantit certes qu'on pourrait répondre aux besoins particuliers des collectivités, mais il faut toutefois tempérer cette souplesse par des critères nationaux rigoureux qui fixent les niveaux minimums des services et des droits auxquels les AS peuvent s'attendre. Ces critères nationaux en matière de conception des programmes sont un moyen de garantir que les AS provenant de toutes les régions du Canada auront des chances égales d'améliorer leur vie et de devenir des membres actifs de la société. Le Groupe de travail croit qu'ils devraient comprendre une disposition garantissant un niveau minimum de qualité pour tous les programmes de formation destinés aux AS. La mise en oeuvre de critères nationaux comporterait l'établissement d'exigences en matière d'évaluation et de conception des programmes au niveau local. Tous les programmes devraient respecter des principes d'équité et d'efficacité et permettre d'atteindre divers objectifs comme l'enseignement de compétences transférables et commercialisables.

Recommandation 12 :

Que le gouvernement fédéral devrait établir, en consultation avec les entreprises, les syndicats, les groupes communautaires et les gouvernements des provinces et des territoires, des critères nationaux qui régiront la conception, la mise en oeuvre et l'évaluation des programmes de formation fédéraux-provinciaux. Ces critères nationaux devraient établir des niveaux minimums de qualité qu'il faudrait garantir aux participants à la formation.

Recommandation 13 :

Les normes nationales devraient tenir compte du principe d'équité. Les fonds doivent être accordés à condition que les programmes conçus répondent aux besoins de tous les membres de la collectivité des assistés sociaux : mères seules, personnes handicapées, Canadiens autochtones, minorités visibles, résidents des collectivités rurales ou éloignées, immigrants et personnes gravement défavorisées sur le plan de l'emploi.

Dans la mesure du possible, les gouvernements fédéral et provinciaux devraient adopter une perspective à long terme dans l'établissement des crédits des programmes

Le Groupe de travail a constaté que l'un des aspects les plus nuisibles à la conception et à la mise en oeuvre actuelles des programmes réside dans le fait que ces programmes fonctionnent habituellement selon l'année financière. Le besoin de planifier et d'engager les fonds dans un délai si court peut fausser l'efficacité des programmes et amener les responsables à faire des choix irrationnels. Pour surmonter cet obstacle, le Groupe de travail estime que des ententes d'une durée déterminée de cinq ans devraient régir la plupart des décisions négociées entre les organismes communautaires et les gouvernements en matière d'application et d'établissement des programmes. On trouve déjà de nombreux exemples de ce genre d'ententes à durée déterminée au gouvernement fédéral et dans les provinces. En adoptant une telle approche pour financer la formation destinée aux AS, on garantirait à la fois la cohérence et la fiabilité dans la conception et l'établissement des programmes destinés aux AS.

Nécessité d'améliorer les liens entre les programmes et d'amener les gouvernements à financer conjointement les initiatives

Lorsqu'on analyse les initiatives actuelles de formation PE/AS, on constate que les programmes qui ont le plus de succès sont ceux dont la conception et l'application ont fait l'objet d'une coordination et d'une collaboration entre les administrations fédérale, provinciales et locales. À l'heure actuelle, l'écheveau des programmes de formation disponibles aux divers paliers de gouvernement est tout simplement inimaginable pour la plupart des AS et, par conséquent, sous-utilisé. Comme l'Organisation nationale anti-pauvreté l'a fait ressortir dans une enquête menée en 1989 auprès des AS en formation, l'absence de liens clairs entre les divers programmes de formation crée souvent des retards et des obstacles inutiles pour beaucoup d'assistés sociaux qui tentent de passer des cours de langue, d'écriture ou de lecture de base à un programme de formation professionnelle. De l'avis de l'ONAP, la mauvaise coordination entre les programmes est le principal obstacle qui empêche les AS de franchir sans problème les diverses étapes de la formation.

En plus de nuire à la formation séquentielle, la mauvaise coordination entre les gouvernements empêche aussi le gouvernement fédéral de collaborer avec les provinces et les territoires pour offrir davantage de programmes de prévention aux personnes désavantagées qui risquent de devenir assistés sociaux. Le Groupe de travail estime que les groupes qui reçoivent le moins d'aide à la formation mais qui risquent le plus de devenir assistés sociaux sont les enfants d'assistés sociaux et les enfants confiés à la garde de l'État. La législation sur le Régime d'assistance publique du Canada comporte des dispositions peu utilisées qui permettraient au gouvernement fédéral de subventionner la formation de ces groupes sur une base «préventive». Le Groupe de travail croit qu'en améliorant la coordination et la coopération entre le gouvernement fédéral et les provinces ou les territoires, on pourrait trouver les ressources et les incitations nécessaires pour subventionner ces groupes de personnes désavantagées.

Recommandation 14 :

Le Groupe de travail recommande que le gouvernement étudie la possibilité d'utiliser les dispositions législatives du Régime d'assistance publique du Canada pour encourager les programmes de formation préventive destinés aux désavantagés qui risquent de devenir assistés sociaux. On pourrait lancer des projets-pilotes destinés aux groupes particulièrement fragiles comme les enfants d'assistés sociaux et les enfants confiés à la garde de l'État.

Le processus

Nota : L'annexe de ce rapport comporte une longue explication et condamnation de la distinction entre employable et inemployable qu'établissent actuellement toutes les provinces pour distinguer les assistés sociaux aptes au travail, mais en chômage, et ceux qui, pour une raison d'ordre médical ou autre, sont jugés inaptes au travail (ou incapables de suivre une formation à l'emploi).

Le Groupe de travail s'oppose vivement au système actuel de catégorisation des prestataires, car il estime que tous les assistés sociaux, peu importe leur état physique, émotionnel ou éducationnel, doivent avoir droit à des possibilités de formation et d'éducation. En effet, l'accès aux possibilités de formation sans égard au statut de l'AS est l'un des principes les plus fondamentaux sur lesquels le Groupe de travail appuie ses recommandations. C'est pourquoi, le Groupe de travail veut faire comprendre clairement que sa vision d'un régime révisé d'application des programmes de formation à l'intention des AS ne pourra se réaliser que si le gouvernement fédéral et les provinces garantissent le droit de tous les AS de participer, s'ils le désirent, aux programmes de formation. Les provinces incapables de fournir cette garantie ne peuvent en toute bonne foi apporter les modifications suggérées ci-dessous aux programmes ou à leur application. Par conséquent, ces provinces doivent être exclues des nouveaux projets de financement ou des initiatives recommandés par le Groupe de travail.

Recommandation 15 :

Lorsqu'il conclura des ententes avec les provinces et les territoires, le gouvernement fédéral devrait les encourager fortement à mettre fin à la distinction entre employable et inemployable parce qu'elle est de toute évidence discriminatoire.

Recommandation 16 :

Le Groupe de travail recommande que, pour obtenir des subventions fédérales, les provinces et les territoires conviennent d'établir des niveaux uniques d'allocations de formation auxquelles auront droit tous les assistés sociaux, quelle que soit leur employabilité.

Création de Centres d'accès à la formation et à l'éducation

Dans le cadre d'un système d'application de programmes plus centralisé, qui reposerait en grande partie sur la collaboration et la coordination entre les administrations fédérales/provinciales et locales, quiconque fait appel à l'assistance sociale devrait recevoir, avec son chèque d'aide sociale, une note lui signalant qu'il peut se prévaloir des **services d'un travailleur-parrain communautaire** qui lui expliquera la diversité des programmes de formation et d'éducation disponibles. Comme on l'a mentionné précédemment, un tel avis devrait être donné de façon systématique autant aux AS qu'aux employés concernés du système de bien-être social afin qu'ils puissent eux aussi informer leurs clients de cette possibilité.

Il convient de souligner clairement que le nouveau système d'administration communautaire des programmes que propose le Groupe de travail n'imposera aucune obligation de suivre les séances d'information ni les programmes de formation indiqués dans les séances d'information. Tous les AS qui désirent rencontrer un travailleur-parrain communautaire devraient pouvoir le faire sans contrainte.

Afin d'inciter les AS à s'intéresser à cette ressource, il faudrait établir dans chaque collectivité au Canada un **Centre d'accès à la formation et à l'éducation (CAFÉ)**. Les CAFÉ fonctionneraient à des heures flexibles et seraient faciles d'accès (p. ex., en recevant les clients à pied levé) pour les AS intéressés à connaître davantage les possibilités qui s'offrent à eux.

De l'avis du Groupe de travail, ces CAFÉ seraient affiliés au collège communautaire local ou à un autre établissement d'enseignement public. Chaque centre aurait comme principe fondamental d'offrir aux AS un centre unique de magasinage qui fournirait des renseignements sur l'emploi et la formation. Le CAFÉ devrait à cette fin disposer de représentants des programmes de formation fédéraux, provinciaux et locaux. Le centre aurait également des conseillers en information provenant du collège communautaire local et d'autres groupes communautaires pertinents, qui auraient pour tâche d'informer les AS sur la grande diversité de cours de formation préalable à l'emploi et pendant l'emploi offerts à la fois par le gouvernement et par les groupes communautaires à but lucratif et sans but lucratif.

Le CAFÉ devrait entretenir des relations avec le collège communautaire local, mais il n'aurait pas nécessairement à être situé au même endroit. De fait, il pourrait être préférable de l'installer ailleurs afin que les AS intimidés par un milieu collégial n'hésitent pas à recourir aux services du centre. Il y aurait lieu d'établir un lien entre le centre et le système local d'éducation ou le collège communautaire, pour deux raisons. En premier lieu, en installant le centre dans un milieu non gouvernemental, il sera plus facile de convaincre les AS qu'il ne s'agit pas simplement d'un autre bureau de bien-être occupé par des travailleurs sociaux surchargés ou indifférents. En second lieu, si le centre peut disposer des ressources et du personnel d'un collège ou d'un conseil scolaire, on peut alors

aider à veiller à ce que les liens entre les pourvoyeurs de formation comme le système d'éducation public et les programmes gouvernementaux soient solides et bénéfiques pour les assistés sociaux.

Recommandation 17 :

Le Groupe de travail recommande que le gouvernement fédéral, en collaboration avec les provinces et les territoires, subventionne la création de centres d'accès à la formation et à l'éducation (CAFÉ) à travers le Canada. Les CAFÉ de chaque collectivité devraient collaborer avec le collège communautaire local ou un autre établissement d'enseignement public, selon le cas, dans le but de permettre aux assistés sociaux d'accéder aux programmes généraux de formation et d'emploi.

Recommandation 18 :

Le Groupe de travail recommande que les assistés sociaux soient informés régulièrement de la disponibilité de programmes de formation et des services fournis par un travailleur-parrain communautaire. Le Groupe de travail recommande aussi que le gouvernement fédéral organise une campagne médiatique conçue pour sensibiliser les AS aux programmes disponibles et les encourager à aborder les CAFÉ en toute confiance.

Les diverses étapes de la formation à dispenser

Selon un sondage effectué par l'Organisation nationale anti-pauvreté auprès des stagiaires AS en 1989, un des obstacles les plus importants dans les programmes destinés aux AS se pose lorsque les stagiaires essaient de progresser des programmes de formation préemploi jusqu'aux programmes de formation en cours d'emploi. Comme on peut le lire dans le rapport de l'ONAP,

«Un problème plus important a été la progression séquentielle par une série de stages de formation lorsque nécessaire. Par exemple, les clients pour qui un programme d'alphabétisation aurait été avantageux ne pouvaient pas s'y inscrire avant de suivre un cours de connaissances générales et d'établissement d'objectifs. Un autre écart peut survenir avant de passer à un cours de rattrapage, d'aptitudes, etc. D'autres problèmes surviennent dans les petites collectivités lorsqu'un taux d'inscription minimum est exigé pour commencer un cours ou pour rédiger un examen final. Une des personnes interviewées provenant d'une région rurale était incapable de rédiger son examen d'équivalence d'études secondaires trois mois après avoir complété le cours.»

La mise sur pied de CAFÉ devrait notamment avoir pour objectif d'éliminer les délais qu'éprouvent les AS qui désirent suivre divers cours séquentiels de formation. En mettant à la disposition des AS des travailleurs-parrains communautaires qui les aident à dresser un plan de formation ou un plan d'action en matière de formation, favorisera une plus grande souplesse dans la conception des programmes. Les assistés sociaux qui ont besoin uniquement de cours d'alphabétisation pourraient les suivre tandis que ceux qui désirent un cours d'autonomie fonctionnelle dispensé sous forme de séances de groupe devraient pouvoir formuler leur plan d'action en conséquence. Les stagiaires AS devraient être en mesure de passer assez facilement d'une étape à l'autre de la formation, par exemple d'un cours d'alphabétisation de base ou d'un cours d'anglais ou de français à un cours d'éducation permanente de base, puis à une formation professionnelle ou scolaire dispensée par des collèges communautaires, des universités et d'autres établissements de formation.

Les stagiaires AS devraient également pouvoir dresser un plan d'action qui fasse appel aux services d'orientation spécialisés fournis par les organismes communautaires. Ainsi, un AS qui élève seul ses enfants pourrait vouloir recevoir une orientation ou des conseils d'un groupe communautaire qui s'occupe des victimes de violence conjugale. Un jeune AS pourrait vouloir assister à des séances d'orientation de groupe dans un foyer pour adolescents qui offre hébergement et aide aux jeunes fugueurs. Le besoin de faire davantage appel aux services d'orientation de groupes de l'extérieur est une idée qu'appuie fortement le Comité d'examen de l'aide sociale de l'Ontario dans son rapport de 1988 intitulé **Transitions**. Le Comité a appuyé l'idée de confier à des groupes communautaires l'application des programmes surtout parce que cela concorderait à son avis avec notre objectif qui est de soutenir les bénéficiaires par le biais des programmes qui desservent l'ensemble de la population.

En disposant de représentants des divers genres de programmes de formation préalable à l'emploi et en cours d'emploi sous un même toit, le CAFÉ devrait favoriser la coordination et la collaboration des divers pourvoyeurs de formation. De fait, un des rôles les plus importants du travailleur-parrain com-

munautaire est de veiller à ce que les pourvoyeurs de formation coordonnent leurs activités afin que les AS n'aient pas à subir de difficultés ou de délais inhabituels lorsqu'ils doivent passer d'un programme de formation à un autre.

Recommandation 19 :

Le rôle des CAFÉ est d'offrir un large éventail de services d'information et de conseil aux assistés sociaux désireux de devenir indépendants et membres actifs de la population active canadienne. Les CAFÉ devraient fournir aux personnes désavantagées sur le plan de l'emploi des occasions d'entreprendre un large éventail de cours de formation préparatoire à l'emploi. Chaque centre devrait agir comme courtier pour ses clients AS, évaluer les besoins et les aptitudes de chacun, agir comme défenseur de l'individu et fournir des services d'intervention pour le compte de la communauté AS en général. Les CAFÉ devraient aussi offrir un appui provisoire aux assistés sociaux qui ont besoin d'aide et de conseils au cours de la période de transition entre la fin de la formation et le début de l'emploi.

Le comité directeur du Centre d'accès à la formation et à l'éducation

Pour que les CAFÉ reflètent réellement les besoins et les intérêts de la collectivité, il importe qu'ils disposent d'un comité consultatif actif qui représente l'ensemble des principaux intervenants dans la formation des AS au sein de la collectivité. Le comité directeur devrait être formé d'assistés sociaux représentatifs de la clientèle du centre (par exemple, des mères célibataires, des jeunes, etc.), ainsi que de représentants des groupes communautaires venant en aide aux AS, du conseil scolaire local, du système collégial et universitaire, des trois paliers de gouvernement, des formateurs du secteur privé, du milieu local des affaires et des syndicats et d'autres parties compétentes. Chaque comité aurait la responsabilité d'établir les buts et objectifs détaillés du CAFÉ et de s'assurer que ces objectifs concordent avec les principales initiatives de politique négociées par le gouvernement fédéral et les provinces en vertu des accords révisés d'amélioration de l'employabilité. Dans le cadre de leur mandat, les comités aideraient également à fixer les priorités budgétaires détaillées pour l'année avant de soumettre le plan budgétaire annuel à l'étude et à l'approbation des **autorités fédérales ou provinciales**. Ces comités devraient également revoir périodiquement les pratiques et le rendement du centre par rapport à ses objectifs.

Par l'intermédiaire de ses membres, le comité directeur devrait s'assurer qu'il existe des liens étroits entre le centre et la collectivité locale. En effet, en confiant au comité l'analyse et l'évaluation des programmes et des activités d'un centre, le Groupe de travail garantit que les clients et l'ensemble de la collectivité auront l'occasion de juger du rendement du centre. Il conviendrait d'embaucher des **coordonnateurs de direction** pour opérer les centres sur une base quotidienne, mais le comité directeur demeurerait quand même le dernier palier responsable de toutes les activités du centre. Par conséquent, le coordonnateur de direction et tous les autres dirigeants d'un centre relèveraient du comité.

Recommandation 20 :

Il faudrait assurer la nature communautaire des CAFÉ en exigeant que chaque centre ait son comité directeur comportant un grand nombre de représentants de la collectivité locale des AS (mères célibataires, Canadiens autochtones, personnes handicapées, etc.), des groupes de défense des gagne-petit, d'autres organismes communautaires pertinents, du système scolaire public, du monde des affaires, des syndicats et des administrations publiques.

Recommandation 21 :

Le Comité directeur aurait notamment pour rôle de concevoir des programmes locaux, d'en établir les budgets, de débourser les fonds conformément aux enveloppes budgétaires générales établies par les gouvernements, et de revoir et d'évaluer le rendement du centre.

Le rôle du travailleur-parrain communautaire

Les travailleurs-parrains communautaires affectés aux centres proviendront des gouvernements fédéral, provinciaux et locaux et pourront renseigner les AS sur les possibilités de formation offertes par leur palier respectif de gouvernement ainsi que par les autres administrations publiques. Ainsi, on pourra trouver dans n'importe quel CAFÉ des travailleurs-parrains communautaires provenant d'un Centre local d'emploi du Canada et d'autres provenant des régimes provinciaux et locaux de

bien-être social. Comme nous l'avons mentionné plus tôt, les administrations publiques devraient se baser sur les principes de l'équité en matière d'emploi et de l'action positive pour faire en sorte que les travailleurs-parrains communautaires soient représentatifs de la population AS qu'ils desservent. C'est pourquoi il faudrait retrouver des parents célibataires, des Canadiens autochtones, des personnes handicapées et des membres des minorités visibles notamment parmi les employés que le gouvernement choisira pour devenir travailleurs-parrains communautaires.

Il faut souligner que ces travailleurs n'agiront pas comme les fonctionnaires ordinaires du gouvernement affectés à un bureau de bien-être. En effet, ils auront clairement pour rôle de défendre l'assisté social et, en fait, de servir de **courtier en services** pour l'AS. Ils devront l'aider à avoir accès aux programmes de formation disponibles et au soutien de revenu prévu pour la formation, comme les indemnités de transport et de vêtement ou les frais de garderie. Toutefois, en plus de défendre l'AS, le travailleur-parrain devra également effectuer une évaluation de base des besoins et des compétences du prestataire, aider l'AS à établir un plan d'action ou de formation, et entreprendre des activités de défense collective au nom de l'ensemble de la collectivité des AS. (Il pourrait s'agir par exemple de faire pression sur les administrations publiques pour qu'elles conçoivent des programmes mieux financés et plus réceptifs aux besoins des AS.)

Recommandation 22 :

Le personnel des CAFÉ devrait être formé de travailleurs-parrains communautaires issus des bureaux de l'aide sociale au niveau fédéral, provincial et municipal, et parfaitement au courant des possibilités de formation offertes dans leur secteur respectif. Il faudrait faire des efforts spéciaux pour s'assurer que les travailleurs-parrains communautaires soient représentatifs de la communauté AS et connaissent vraiment les problèmes auxquels font face les bénéficiaires. Ces travailleurs-parrains communautaires pourront travailler à plein temps ou à temps partiel, mais ils ne relèveront, dans chaque cas, que de la direction du CAFÉ à qui ils devront rendre des comptes, plutôt que d'un palier de gouvernement en particulier.

Le travailleur-parrain communautaire n'aura pas pour rôle d'évaluer les taux de base des prestations qui seront versées aux AS ni d'appliquer les règles de manière à assurer l'admissibilité continuelle des assistés sociaux. Les fonctionnaires des bureaux locaux et provinciaux de bien-être social continueront de s'en charger. Le travailleur-parrain communautaire devrait constituer le principal point de contact des AS aux diverses étapes de leur formation préalable à l'emploi et pendant un emploi. Il devrait être une source continuelle de soutien pour chaque AS et l'aider à résoudre les problèmes affectifs, financiers et autres qu'il pourra éprouver aux diverses étapes de sa formation et pendant son travail.

Recommandation 23 :

Les travailleurs-parrains communautaires devraient agir comme courtiers en services pour les AS et les aider à profiter des occasions de formation. Ils devraient prendre clairement le parti des assistés sociaux, les aider à élaborer leur plan de formation personnel, évaluer leurs besoins et leurs capacités, leur assurer un soutien affectif et autre durant la formation et au cours de la période de transition vers l'emploi.

Pour aider à raffermir le rôle particulier des travailleurs-parrains communautaires, il faudrait leur dispenser des programmes permanents de formation qui mettraient en relief la nature spéciale de leurs fonctions et les informeraient des diverses possibilités de formation qui s'offrent aux assistés sociaux dans la collectivité.

Recommandation 24 :

Afin d'assurer que les travailleurs-parrains communautaires comprennent bien leur rôle unique, il faudrait leur fournir à tous une formation avant qu'ils commencent à travailler dans un centre et périodiquement par la suite. Les budgets nécessaires à cette formation devraient être fournis à chaque CAFÉ par le gouvernement fédéral et celui des provinces ou des territoires.

Questions de financement

Dans le cadre de son plan visant à établir un système d'administration communautaire, le Groupe de travail sur les programmes de formation pour les assistés sociaux appuie l'idée de conférer aux CAFÉ locaux un certain pouvoir sur le financement et la conception des programmes. Les CAFÉ devraient avoir facilement accès aux enveloppes budgétaires des programmes afin d'acheter des cours des collèges communautaires et d'autres programmes de formation de l'extérieur. Toutefois, cela signifie qu'une grande partie des fonds fédéraux qui sont actuellement affectés aux régimes provinciaux et municipaux d'aide sociale par

l'intermédiaire des **accords d'amélioration de l'employabilité** devraient être détournés vers des accords de financement fédéraux-provinciaux pluriannuels spéciaux qui ne serviraient qu'à financer les CAFÉ. Ces accords de cinq ans sans péremption pourraient être négociés en fonction des **critères nationaux** établis par le gouvernement fédéral en consultation avec les provinces et les territoires.

Le Groupe de travail insiste sur le fait que ces accords de cinq devraient servir à financer les CAFÉ en fonction des programmes élaborés et des besoins, et non strictement d'une année financière. Il existe un certain nombre de mécanismes possibles d'administration et de distribution des fonds aux CAFÉ de chaque province ou territoire. On pourrait notamment créer une société provinciale/territoriale qui, par l'entremise d'un conseil de fiducie, distribuerait des fonds à chaque centre selon des critères nationaux. Un conseil de fiducie élu par le gouvernement et chargé d'administrer l'accord de financement de cinq ans assurerait que le fonds continue de rendre des comptes aux gouvernements qui le subventionne et, en bout de ligne, au public.

Recommandation 25 :

Le Groupe de travail recommande que le gouvernement fédéral négocie avec chaque province et territoire un accord de cinq ans de partage du financement du réseau des centres communautaires d'accès à la formation et à l'éducation. Ces accords de financement sans péremption seraient négociés en fonction des critères nationaux établis par le gouvernement fédéral, en consultation avec les provinces et les territoires. Le Groupe de travail insiste sur le fait que les accords de cinq ans devraient financer les CAFÉ en fonction des programmes élaborés et des besoins, plutôt que de l'année financière.

De l'avis du Groupe de travail, le gouvernement fédéral et les gouvernements provinciaux/territoriaux pourraient négocier la structure et l'administration de ces accords de financement de cinq ans dans le cadre de la ronde actuelle de renégociation des accords d'amélioration de l'employabilité (c'est-à-dire les ententes quadripartites). En contrepartie de sa contribution financière, le gouvernement fédéral devrait exiger que toutes les provinces et tous les territoires adhèrent aux éléments fondamentaux du modèle communautaire décrit dans ce rapport. Le Groupe de travail insiste pour que les programmes soient axés sur les clients, flexibles et volontaires, aspects qui devraient faire partie des **critères nationaux** établis par le gouvernement fédéral. Les critères en question devraient aussi prévoir que les provinces et les territoires fourniront des données et des systèmes d'évaluation communs afin que tous les gouvernements soient mieux en mesure d'évaluer la réussite des programmes de formation. Le Groupe de travail admet qu'on ne donnera peut-être pas suite à toutes ces recommandations, mais il est convaincu que la plupart devraient faire partie des critères nationaux établis par le gouvernement fédéral. En réalité, les recommandations du Groupe de travail qui visent le démantèlement des obstacles actuels à la formation des AS devraient au moins faire partie intégrante des critères nationaux établis.

Recommandation 26 :

Les critères nationaux établis par le gouvernement fédéral devraient exiger notamment que tous les programmes subventionnés par le fédéral soient basés dans la collectivité, axés sur les clients, flexibles et volontaires, et qu'ils mettent l'accent sur l'intégration des AS dans les programmes généraux. Ils devraient aussi exiger que les provinces fournissent aux AS qui entreprennent une formation, une gamme complète de services de soutien du revenu et d'aide à la formation. Le Groupe de travail estime que toutes ses recommandations devraient être incorporées aux critères nationaux établis, plus particulièrement celles qui ont trait au démantèlement des obstacles actuels à la formation des AS.

Recommandation 27 :

En contrepartie de son aide financière et de sa coopération, le gouvernement fédéral devrait exiger que les provinces et les territoires fournissent des données et des systèmes d'évaluation communs. Ces exigences devraient faire partie des critères nationaux établis et

a) prévoir que les provinces et les territoires fourniront tous les renseignements dont le gouvernement fédéral a besoin pour contrôler et évaluer les programmes;

b) prévoir des critères de réussite qui comprendront notamment une évaluation de la qualité des emplois obtenus par les stagiaires et le niveau des revenus d'emploi.

Une fois qu'une entente régissant ce nouveau système communautaire serait négociée entre les provinces, les territoires et le gouvernement fédéral, les gouvernements participants seraient tenus de

financer les CAFÉ en fonction des budgets et des projets de programme établis par les centres individuels et sanctionnés par les autorités provinciales et territoriales. En vertu des accords de financement de cinq ans, le fédéral, les provinces et les territoires demeuraient responsables en bout de ligne des actions, des politiques et du financement des CAFÉ de la province ou du territoire.

Il est clair que, pour que le cadre financier susmentionné soit efficace et fonctionnel, les provinces et les territoires doivent accepter et appuyer l'idée d'un régime d'application des programmes destinés aux AS qui soit axé sur la collectivité. Si des provinces ou des régions refusent de négocier une entente de création d'un fonds fédéral-provincial pour les CAFÉ, le gouvernement fédéral devrait refuser de leur accorder une nouvelle part des fonds qu'il destine aux AS en vertu de la Stratégie de mise en valeur de la main-d'oeuvre ou de toute autre initiative nouvelle. Le gouvernement fédéral pourrait également envisager de refuser de renouveler les accords d'amélioration de l'employabilité avec les provinces dont les ententes ont expiré et qui ne sont pas réceptives à l'idée de conférer un pouvoir financier et administratif significatif à la collectivité locale par l'intermédiaire d'un CAFÉ.

Implantation graduelle des CAFÉ

Le Groupe de travail est conscient qu'un grand nombre des recommandations présentées dans ce document exigent des modifications importantes à la structure et à la nature des régimes actuels d'aide sociale. C'est pourquoi le Groupe de travail croit que l'implantation du nouveau réseau communautaire de centres d'accès à la formation et à l'éducation devrait se faire graduellement, et que les provinces et les territoires devraient établir des CAFÉ dans différentes collectivités avant qu'on applique le nouveau système proposé à la grandeur du pays. Cette implantation graduelle permettrait aux gouvernements de vérifier l'efficacité du concept communautaire d'application des programmes de formation des AS dans les régions rurales par rapport aux régions urbaines, ainsi que d'une province à l'autre. Idéalement, les groupes communautaires situés dans les régions choisies aux fins des projets-pilotes devraient participer à l'établissement de centres-pilotes.

Recommandation 28 :

Il faudrait implanter graduellement et dans un délai raisonnable le modèle communautaire des centres d'accès à la formation et à l'éducation au lieu de mettre en oeuvre tout le mécanisme au complet d'un seul coup. Il faudrait établir, dans diverses collectivités à travers le Canada, des centres qui permettraient d'évaluer l'application du concept dans les régions urbaines et les régions rurales, ainsi qu'entre les provinces. Cette implantation graduelle des CAFÉ devrait constituer un rouage intégral des ententes quadripartites que renégocient présentement les provinces, les territoires et le gouvernement fédéral.

Le rôle du gouvernement fédéral dans la formation des AS

Il est clair que dans le scénario décrit ci-dessus, Emploi et Immigration Canada, et plus particulièrement les Centres d'emploi du Canada, ne participera pas plus directement aux activités de formation et d'orientation des AS qu'à l'heure actuelle. Dans le système proposé par le Groupe de travail, il est en fait probable que la plupart des CEC n'auront rien à voir directement avec la formation des AS. Il sera plutôt question de transférer quelques employés des CEC aux centres locaux d'accès à la formation et à l'éducation où ils pourront alors jouer un rôle de conseiller et de défenseur comme travailleurs-parrains communautaires. Il est évident que dans ce nouveau rôle, les employés auront besoin de formation pour accomplir les fonctions particulières de travailleurs-parrains des assistés sociaux. Néanmoins, il est peu probable que le transfert de quelques employés des CEC aux centres oblige le gouvernement fédéral à augmenter sensiblement le nombre de fonctionnaires affectés au cas des AS. D'une manière générale, la principale contribution du gouvernement fédéral à ce système axé sur la collectivité sera de formuler, en consultation avec les provinces et les territoires, une série de critères nationaux qui régiront la conception et l'implantation des programmes. Le gouvernement fédéral contribuera aussi au financement de la création des centres et fournira des crédits permanents aux programmes de formation des AS dispensés aux termes de la PE et des ententes quadripartites.

ANNEXE 1 - Les caractéristiques générales du régime d'aide sociale au Canada

Responsabilités des divers niveaux de compétence en matière d'aide sociale

Niveau fédéral

Le gouvernement fédéral a adopté le Régime d'assistance publique du Canada (RAPC) en 1966. Ce régime est administré par le ministère de la Santé nationale et du Bien-être social. Le RAPC finance la moitié de ce qu'il en coûte aux provinces et aux territoires pour aider les personnes dans le besoin et fournir «des services de bien-être social à l'égard des personnes nécessiteuses ou susceptibles de le devenir». Le RAPC finance également la moitié des coûts d'administration de ces services.

Le RAPC englobe l'aide générale, les foyers de soins spéciaux, les services de soins de santé et le bien-être social de l'enfance, les services de bien-être social et les projets d'adaptation au travail. Quatre-vingt pour cent des dépenses du RAPC relèvent de ses dispositions sur l'aide, qui comprennent l'aide générale (versements de maintien du revenu), les soins dans les foyers de soins spéciaux, certains programmes de soins de santé, et la majeure partie des dépenses concernant le bien-être des enfants. Les 20 % restants portent sur des services de bien-être et des projets d'adaptation au travail. Les paiements pour les services de bien-être viennent également appuyer les dépenses administratives des provinces, notamment l'administration des services d'aide publique et de bien-être (p. ex., services de garderie et d'aides familiales).

Le RAPC a pour rôle principal de participer au coût de l'aide générale fournie par chacune des provinces aux personnes nécessiteuses. L'aide porte notamment sur les besoins fondamentaux suivants : nourriture, logement, vêtements, combustible, services publics, fournitures ménagères et besoins personnels. L'aide peut également porter sur des besoins spéciaux : les objets se rapportant à l'exercice d'un métier ou d'un autre emploi, les objets spéciaux nécessaires à la sécurité, au bien-être ou à la réadaptation, y compris les réparations ou modifications essentielles aux biens, les objets dont ont besoin les invalides, et les services de bien-être prescrits.

Niveaux provincial et municipal

Les programmes d'aide sociale provinciaux et municipaux sont conçus de manière à faire face au coût des besoins de base d'une personne seule ou d'une famille lorsque toutes les autres ressources financières auront été épuisées. Les provinces ont également la responsabilité de légiférer, en adoptant notamment des dispositions sur les services de santé et les services sociaux, l'aide aux personnes dans les établissements qui fournissent des services de soins ou de garde, ainsi que sur une vaste gamme de questions d'ordre administratif.

Conformément à la Loi constitutionnelle de 1867, chaque province a la responsabilité de la conception, de l'administration et de la prestation de ses propres programmes d'assistance publique. La plupart des provinces ont un programme unique, uniforme. Les prestations à long terme sont calculées par des systèmes informatisés et versées à partir du bureau central de la province. L'aide à court terme ou en cas d'urgence a son réseau de distribution manuelle dans les bureaux locaux ou régionaux du ministère provincial des Services sociaux ou son équivalent. En Nouvelle-Écosse, en Ontario et au Manitoba, l'organisme provincial accorde de l'aide lorsqu'il juge que le besoin est par nature à long terme, et les municipalités se chargent du soutien à court terme aux personnes nécessiteuses. Les demandeurs en attente de transfert au programme provincial à long terme ainsi que les ménages qui ont besoin d'une subvention unique ou d'une aide d'urgence peuvent également être obligés de demander l'aide sociale municipale. Dans ces trois provinces, le réseau d'aide sociale a «deux niveaux».

En vertu du RAPC, le gouvernement fédéral assume la moitié des coûts approuvés des programmes provinciaux d'aide publique. En Nouvelle-Écosse, en Ontario et au Manitoba, une partie des paiements d'aide sociale des municipalités est partagée par les instances provinciales, dont les demandes de remboursement au gouvernement fédéral aux termes des accords du RAPC englobent ces dépenses municipales. Toutes les prestations d'aide sociale partagées en vertu du RAPC sont exonérées de l'impôt fédéral et provincial.

On a reproché à l'actuel régime de bien-être, notamment au système d'aide sociale, d'offrir un service très complexe et généralement non équitable. Nombre de ses règles et modalités vont à l'encontre des droits fondamentaux de la personne et des principes d'équité. Cette inégalité est attribuable à la répartition des cas et des fonds du programme entre les deux paliers de gouvernement, et parfois entre trois.

En outre, on impute au partage des pouvoirs le manque d'orientation générale du système. Le rapport Transitions (Rapport du Comité d'examen de l'aide sociale, préparé pour le ministère des Services sociaux et communautaires de l'Ontario) contenait ceci :

«Le système actuel ne se guide pas sur des lignes de conduite et objectifs nets et est imperméable à l'analyse soignée; en conséquence, il est difficile d'en mesurer l'efficacité. En outre, on n'a pas réussi à répondre aux changements au système global de sécurité du revenu et aux lignes de conduite et programmes connexes qui feraient de l'aide sociale véritablement le programme résiduel qu'il devait être.»

Cet énoncé rend également compte de l'échec des provinces et du gouvernement fédéral qui n'ont pas réussi à harmoniser le système d'aide sociale et les autres lignes de conduite. Le problème de compétence a empêché le gouvernement fédéral de concevoir un mécanisme efficace de planification et de coordination des efforts des divers gouvernements pour répondre aux besoins des bénéficiaires.

Une autre faiblesse identifiée en ce qui a trait à la prestation de l'aide sociale est l'absence de revenu adéquat pour les AS. Toutes les provinces maintiennent les barèmes d'aide sociale assez bas, en raison de contraintes financières et par crainte que les niveaux de revenu de l'aide sociale dépassent le salaire minimum. La mesure des allocations a obligé les bénéficiaires de l'aide sociale à vivre de revenus très inférieurs au seuil de faible revenu de Statistique Canada (seuil de la pauvreté).

Selon nombre de critiques, l'actuel système de bien-être est imputable aux lignes directrices du RAPC. Ils prétendent que le manque de leadership et l'absence de normes nationales ont laissé aux provinces trop de latitude. La définition des besoins fondamentaux dans le cas des AS, que l'on retrouve dans le RAPC, en est un exemple. La définition générale a permis à beaucoup de provinces d'interpréter de façon conservatrice ce qui constitue les besoins fondamentaux du bénéficiaire et de donner ainsi naissance à de larges écarts dans le niveau de vie des assistés sociaux à travers le Canada. Bien que la souplesse de l'entente fédérale-provinciale ait favorisé le développement local de systèmes de bien-être pour répondre aux besoins régionaux, elle a également favorisé la perpétuation d'une distinction entre employables et inemployables, des barèmes de bien-être inadéquats et une complexité inutile, dans l'établissement de l'admissibilité aux services d'aide.

La distinction entre employable et inemployable

Le système actuel d'aide sociale au Canada est dérivé de celui de Grande-Bretagne, riche d'une histoire de 380 ans. L'aspect le plus dépassé du système actuel d'aide sociale est probablement la distinction qu'on établit entre les personnes réputées employables et celles qui ne le sont pas. Ce concept découle de la Loi élisabéthaine de l'assistance publique de 1601, qui faisait la distinction entre pauvres «méritant» et «non méritant». Les pauvres méritants étaient les veuves et leurs enfants, ainsi que les personnes affligées d'un handicap grave et visible, tandis que les non-méritants regroupaient tous ceux qui étaient sains de corps mais en chômage. Toutes les provinces canadiennes ont, à des degrés variables, la responsabilité de programmes de sécurité du revenu et ont le droit de répartir les bénéficiaires de l'aide sociale en employables et inemployables.

Certaines provinces, par exemple l'Ontario, la Nouvelle-Écosse et le Manitoba, ont un régime officiel à deux paliers de soutien du revenu pour les AS employables et inemployables. Dans ce régime, les AS inemployables reçoivent habituellement des prestations de la province, tandis que les prestations destinées aux AS employables sont fixées et

distribuées à l'échelon municipal. D'autres provinces, par exemple le Québec et la Colombie-Britannique, ont un système universel de répartition de l'assistance publique, mais font quand même, à l'intérieur du système, une distinction entre les AS réputés employables mais chômeurs et ceux qui sont incapables d'occuper un emploi à plein temps sur le marché du travail.

Fondé sur des catégories d'employables et d'inemployables, le régime provincial qui en résulte a abouti à un ensemble complexe et controversé de définitions qui varient grandement d'une province à l'autre. Par exemple, les critères d'employabilité pour les parents qui sont soutien unique vont du moment où l'enfant le plus jeune a quatre mois (en Alberta) à celui où le benjamin a 18 ans (au Manitoba et en Ontario). En Colombie-Britannique, une mère seule est réputée employable dès que son enfant le plus jeune a six mois.

Les définitions de l'empioyabilité sont encore plus complexes dans un régime d'assistance publique à deux paliers, surtout au Manitoba et en Nouvelle-Écosse, où les municipalités peuvent fixer leurs propres critères pour départager les AS employables et inemployables. Ces municipalités ont également le pouvoir d'établir les barèmes des prestations d'aide sociale.

Le système à deux niveaux est légèrement différent en Ontario, où les règles d'admissibilité à l'aide sociale et les barèmes sont établis par la province. Les municipalités ne peuvent prendre des décisions que sur l'admissibilité et le montant offert en prestations spéciales ou aide supplémentaire.

Dans un régime provincial à deux paliers, il est toujours possible que deux parents soutiens uniques vivant dans la même province, dans exactement les mêmes circonstances, soient considérés comme employables dans une municipalité et inemployables dans une autre. Il existe aussi une forte possibilité que ces parents seuls reçoivent des niveaux différents de soutien du revenu, car toutes les municipalités d'un système à deux paliers ont le pouvoir de fixer le niveau global des prestations reçues.

Des critères différents d'employabilité peuvent créer des situations injustes pour les mères seules, mais peuvent être tout aussi regrettables dans le cas des jeunes AS employables mais sans personne à charge. Dans certains cas, un jeune sans attache peut avoir de la difficulté à obtenir même les prestations d'aide sociale de base. À Terre-Neuve, être considéré comme un jeune employable peut même se traduire, en guise de prestation, par une allocation unique de 77 $. Au Québec, les jeunes employables ne reçoivent que 130 $, comparativement à 430 $ pour une personne employable de plus de 30 ans.

Les jeunes migrants doivent surmonter encore plus d'obstacles. À Terre-Neuve, les jeunes migrants ne peuvent recevoir de prestation d'aide sociale qu'en cas d'urgence. En Saskatchewan, les migrants ne sont admissibles à l'aide financière ou au service de santé que pour une période d'au plus quatre jours. Ils peuvent toutefois être admissibles aux prestations permanentes s'ils comptent s'établir dans la province. Dans le cas des régimes à deux paliers, les migrants doivent demander de l'aide aux municipalités et chacune a ses propres règles en matière d'admissibilité et de prestations. À Halifax, par exemple, la ville n'offre aucune aide aux personnes qualifiées de nomades en voyage, sauf en cas d'urgence médicale.

Au cours de la décennie, les provinces ont apporté un certain nombre de modifications à leur définition de l'employabilité. Sans entrer dans le détail de ces changements, il vaut la peine de signaler que la plupart ont entraîné un élargissement de la définition de sorte que, quel que soit le groupe d'AS, il est probable qu'un plus grand nombre de bénéficiaires tomberaient dans la catégorie des personnes employables que ce n'aurait été le cas en vertu des anciennes définitions. Malheureusement, aucune étude ne permet d'évaluer dans quelle mesure ces redéfinitions ont favorisé l'augmentation du nombre d'AS employables. Le moins qu'on puisse dire, par contre, c'est que ces changements ont certainement eu des effets sur les chiffres.

Si les modifications de définition ont bien eu un effet significatif sur les AS aptes au travail, on peut en dire autant des efforts des provinces pour réduire le niveau de l'aide assurée à ce groupe de bénéficiaires. En 1981, par exemple, la Colombie-Britannique annonçait une politique qui permettait de réduire les prestations versées aux mères seules dont on estimait qu'elles devaient travailler, mais qui ne le faisaient pas. Tout récemment, le Québec et la Colombie-Britannique ont tenté de réduire les coûts de l'aide sociale tant en éliminant ceux qui en abusaient qu'en insistant sur l'obligation pour les AS aptes au travail de chercher activement un emploi, faute de quoi leurs prestations seraient interrompues.

Critiques de la distinction employables/inemployables et répercussions sur les programmes de formation PE

Un certain nombre d'organisations de bien-être et de lutte contre la pauvreté ont fait connaître leur insatisfaction de la distinction entre employables et inemployables appliquée par les provinces. En fait, la principale critique, c'est qu'elle établit entre ces deux groupes une distinction inutile au niveau des prestations de bien-être accordées. Le Conseil de planification sociale d'Ottawa-Carleton, notamment, est d'avis que les droits des AS employables «s'établissent davantage selon ce que l'on pourrait appeler le risque d'être exposé à la tentation d'oisiveté, plutôt que par une mesure quelconque du besoin». Les groupes d'action de bien-être soutiennent que des assistés sociaux ayant les mêmes besoins matériels doivent avoir droit au même montant de soutien financier, quelle que soit leur employabilité.

Les critiques font remarquer que les systèmes provinciaux actuels n'accordent pas l'égalité de traitement. Les AS employables se trouvent plutôt pénalisés par rapport aux AS inemployables, parce qu'on veut les décourager de rester assistés sociaux pendant longtemps. De l'avis des critiques, cette forme cruelle de dissuasion n'a aucun sens dès qu'on se rend compte que la majorité des bénéficiaires ne restent assistés sociaux que pendant de courtes périodes. À vrai dire, selon le Comité d'examen de l'aide sociale de l'Ontario, les deux tiers des prestataires de l'aide sociale générale (ce qui comprend la plupart des AS employables en Ontario) avaient, en mars 1987, participé au programme pendant six mois ou moins; 9 % seulement avaient bénéficié d'une assistance pendant plus de deux ans.

Les critiques ajoutent que, sous l'angle du marché du travail, le classement selon l'employabilité n'a pas plus de sens. Le fait que l'on définisse l'employabilité différemment d'une province à l'autre, et l'évolution des définitions dans le temps dans chacune des provinces, portent à croire que le fait de classer quelqu'un comme employable ne veut pas obligatoirement dire que l'intéressé peut travailler. À vrai dire, beaucoup de personnes handicapées actuellement classées comme inemployables veulent travailler et en sont capables. De même, beaucoup de parents seuls, soutiens de famille, et de personnes souffrant de lombalgie chronique, d'affections respiratoires ou psychiatriques peuvent, à partir d'une entrevue superficielle, être classés comme employables alors qu'ils sont en fait incapables de travailler à plein temps. Les groupes de bien-être avancent que la détermination de l'employabilité d'une personne constitue un processus compliqué qui n'a souvent rien à voir avec le caractère évident d'une invalidité.

Les programmes de formation PE conçus pour les AS doivent reposer sur les systèmes provinciaux actuels de catégorisation entre employables et inemployables. Cela suppose que l'admissibilité d'un AS aux programmes de formation continuera à varier grandement d'une province à l'autre.

Renseignements sur la charge de travail

Il serait utile que les planificateurs fédéraux intéressés à la conception de programmes de formation ou d'autres projets liés à l'aide sociale aient des renseignements sur le comportement des clients AS en tant que population spécifique.

Malheureusement, on est frappé par l'absence, au niveau fédéral, de données concernant la dynamique du nombre de cas de bénéficiaires d'une garantie de revenu. Une des critiques que l'on retrouve dans le rapport du Groupe de travail Nielsen, dans son examen du Régime d'assistance publique du Canada, porte sur l'absence de renseignements sur les bénéficiaires de prestations de sécurité du revenu. L'absence de données cohérentes sur le RAPC est attribuable en partie au fait que les programmes d'assistance relèvent des provinces. Ces dernières définissent l'admissibilité aux programmes, établissent les taux de l'aide sociale et conçoivent leurs propres méthodes de planification et de conception des programmes. Puisque certaines provinces recueillent des données à leurs propres fins et d'autres ne le font pas, les planificateurs et les chercheurs fédéraux sont dans une situation fort embarrassante, lorsqu'on leur pose des questions sur les tendances nationales de la charge de travail.

Dans son rapport intitulé **Le bien-être social au Canada : un filet de sécurité troué**, le Conseil national du bien-être social décrit succinctement le problème actuel des données lacunaires :

«Nous connaissons l'âge et le sexe des assistés sociaux et leur type d'unité familiale (parent seul,

deux parents), mais nous ne possédons pas d'image nationale plus complète des caractéristiques fondamentales des Canadiens assistés sociaux. Il n'y a pas de série unique de catégories identifiées à tous les paliers en ce qui touche, par exemple, les motifs du recours à l'assistance sociale... On ne sait pas pendant combien de temps les gens demeurent bénéficiaires, ou combien de fois ils doivent avoir recours au système. Nous ignorons les prestations moyennes réelles accordées aux bénéficiaires des diverses catégories. On n'a pas non plus facilement accès aux changements apportés dans les provinces, au fil des ans, aux barèmes de prestations.»

On a fait bien peu de choses pour combler cette lacune des données depuis novembre 1987, date de publication du rapport du Conseil national du bien-être social. Les travaux du Conseil économique du Canada pourraient aider les chercheurs à comprendre en partie la dynamique à long terme du nombre de cas d'assistés sociaux, mais cette recherche n'en est encore qu'à un stade préliminaire.

Les travaux formateurs sur la dynamique de la pauvreté aux États-Unis de Mary Jobane et David T. Ellwood ont innové et aidé à comprendre les mouvements d'entrée dans la pauvreté et de sortie celle-ci. En construisant une méthodologie des «périodes», Jobane et Ellwood donnent quelques éléments clés et nouveaux sur la population des démunis. La méthodologie s'attache à des «périodes de pauvreté», en utilisant les probabilités de sortie pour étudier la période pendant laquelle les personnes sont pauvres, et le début et la fin «d'événements» pour comprendre pourquoi on entre dans un état de pauvreté et pourquoi on en sort. Parmi les constatations de leurs travaux, mentionnons :

- La plupart des personnes qui ont déjà été pauvres ne passeront que peu de temps en état de pauvreté.
- En même temps, la majorité des personnes qui sont pauvres à un moment donné connaîtront de longues périodes de pauvreté avant de s'en sortir.
- Dans la plupart des programmes de bien-être destinés aux économiquement défavorisés, le recours ne dure que peu de temps, mais la majeure partie des ressources est absorbée par un groupe beaucoup plus petit de personnes qui restent pauvres très longtemps.
- La diminution des gains du ménage n'explique le point de départ d'une période de pauvreté que dans une minorité de cas. Dans près de la moitié des cas, le début d'un épisode de pauvreté était associé à la structure familiale et à des événements liés au cycle de vie.
- L'augmentation des gains de tous les membres du ménage constituait la principale issue à la pauvreté.

La population démunie est extrêmement hétérogène. À titre d'exemple, les jeunes connaissent des épisodes relativement brefs de pauvreté, mais certains groupes, notamment les enfants et de nombreux Noirs, sont souvent pauvres très longtemps. Près de 20 % des périodes de pauvreté des enfants commencent dès la naissance. Dans ce dernier cas, la pauvreté dure environ 10 ans. En moyenne, l'enfant noir pauvre semble se trouver en plein milieu d'une période de pauvreté qui durera près de 20 ans. Seule une petite fraction des personnes qui deviennent pauvres au cours d'une année donnée deviendront des pauvres chroniques. Par contre, les personnes qui connaissent de longues périodes de pauvreté représentent à tout moment une partie appréciable du groupe que l'on appelle «les pauvres».

D'autres publications américaines fondées sur l'étude longitudinale des pauvres ont également contredit l'idée selon laquelle il existait un segment stable de la population qui vivait en état de pauvreté pendant de longues périodes, voire des générations. Ce que l'on voit apparaître à la place, c'est une population urbaine mobile, et pauvre relativement peu de temps, dont la taille et la composition varient constamment au gré des conditions du marché du travail. Même lorsque l'on tient compte des personnes qui constituent le segment socialement le moins mobile des démunis, on est frappé par la forte proportion des mouvements d'entrée dans le marché du travail et de sortie de ce dernier.

Parmi ces études, celle que l'on cite le plus souvent a été menée par des chercheurs de l'Université du Michigan. On y examinait le dossier de

5 000 familles ayant bénéficié d'une forme ou d'une autre d'aide sociale à un moment quelconque entre 1969 et 1978. Tandis que 10 % de la population de l'État avaient bénéficié de prestations à un moment donné au cours de ces dix années, 25 % avaient, à un moment ou à un autre, fait partie des ménages bénéficiaires. Ce pourcentage est impressionnant. Cela remet donc en cause la croyance très répandue selon laquelle l'aide sociale ne touche qu'un tout petit secteur de la société.

Bien que l'aide sociale, dans cette étude, vise un vaste segment de la population, celle-ci n'y a recours que pendant des périodes extrêmement courtes. La moitié seulement des bénéficiaires avaient touché des prestations pendant deux ans ou plus. En moyenne, les prestations duraient trois mois. La moitié des nouveaux demandeurs avaient trouvé un emploi dans l'année. Ceux qui avaient occupé un emploi pendant deux ans ou moins au cours des dix années en question représentaient 17,5 % des bénéficiaires. Seulement 7,7 % des bénéficiaires n'avaient reçu aucun revenu d'emploi au cours de la période complète de dix ans.

Les recherches sur la dynamique de la pauvreté constituent encore un domaine relativement neuf aux États-Unis, mais une grande partie des constatations trouvent des applications dans le contexte canadien. Pour comprendre pourquoi on entre dans la pauvreté et on en sort au Canada, il faut disposer de modèles plus perfectionnés, qui tiennent compte des «probabilités de sortie», de la durée de la pauvreté et du début et de la fin des «événements».

Certains services de bien-être au niveau sous-provincial ont effectué des études sur les mouvements de la clientèle de l'aide sociale, mais ces études portent sur le court terme, ne sont pas imposées par la loi et ne se poursuivent pas de manière continue. Une de ces études confirme les résultats de la recherche menée aux États-Unis. En Ontario, on a réuni des données sur nombre de cas pendant une période de deux ans. En moyenne, les personnes qui en étaient à leur première demande d'aide sociale générale en bénéficiaient pendant trois mois. Pour les bénéficiaires des prestations familiales, la durée variait sensiblement avec l'âge : de 12 à 17 mois pour 80 % des mères de 16 à 19 ans,

TABLEAU A1

Nombre estimatif de cas/d'assistés sociaux du régime d'assistance publique du Canada - mars 1988

	mars 1988	
	Cas	Bénéficiaires
Terre-Neuve	20 300	47 900
Î.-P.-É.	4 400	8 900
Nouvelle-Écosse	36 600	73 800
Nouveau-Brunswick	35 400	70 600
Québec	357 900	594 000
Ontario	288 200	533 500
Manitoba	34 300	62 700
Saskatchewan	29 900	60 300
Alberta	69 900	149 800
Colombie-Britannique	138 000	241 100
Territoires du Nord-Ouest	3 000	9 300
Yukon	500	1 100
TOTAL	**1 018 400**	**1 853 000**

SOURCE : Mars 1988 - Présenté par la Section des services d'information pour le Rapport annuel du Régime d'assistance publique du Canada

jusqu'à 6 ans ou davantage pour 92 % des mères de 39 ans ou plus bénéficiant du programme des prestations familiales.

Les résultats des études sur la dynamique du nombre de cas aux États-Unis, ainsi que les renseignements lacunaires disponibles au Canada, confirment ce que l'on soupçonnait : les bénéficiaires d'assistance sociale représentent une population hétérogène qui, alternativement, dépend ou ne dépend pas de l'aide sociale. Sans études longitudinales, par contre, les chercheurs canadiens ne seront pas en mesure d'établir une typologie précise de la population qui a recours aux programmes de sécurité du revenu.

TABLEAU A2

Planification de l'emploi dépenses estimatives pour les assistés sociaux par province
Exercice 1988-1989* (en milliers de dollars)

Région	AS Élément 1**	AS Élément 5***	Total AS
T.-N.	5 337	4 359	9 696
N.-É.	6 628	4 999	11 627
Î.-P.-É.	2 711	642	3 353
N.-B.	13 489	7 000	20 489
QUÉBEC	68 069	36 500	104 569
ONTARIO	40 022	49 886	89 908
MANITOBA	9 875	6 000	15 875
SASKATCHEWAN	10 798	7 000	17 798
ALB./T.N.-O.	12 384	16 960	29 344
C.-B./YUKON	31 837	28 000	59 837
CANADA	201 150	161 346	362 496

* Données au 31 mars 1989

** L'élément 1 touche les dépenses pour les assistés sociaux résultant des ententes actuelles entre Emploi et Immigration Canada et les gouvernements des provinces et territoires.

*** L'élément 5 touche les dépenses pour les assistés sociaux dans le cadre des ententes de réaffectation des fonds entre le Régime d'assistance publique du Canada et les provinces (RAPC/Initiatives d'emploi AS).

TABLEAU A3

Planification de l'emploi dépenses estimatives pour les assistés sociaux dans les programmes PE exercice 1988-1989* (en milliers de dollars)

Programme PE	Dépenses PE pour les AS	Total des Dépenses PE
Développement de l'emploi	175 588	414 490
Intégration professionnelle	157 538	426 537
Pénuries de main-d'oeuvre	4 134	255 879
Acquisition de compétences	908	81 308
Développement des collectivités	24 327	120 633

* Données au 31 mars 1989.

ANNEXE 2 - Les origines des accords d'amélioration de l'employabilité

La récession qu'a connue le Canada au début des années 1980 a entraîné une montée vertigineuse des taux de chômage, d'où une hausse rapide du nombre de personnes sur l'aide sociale. À mesure que grossissaient les listes des assistés sociaux, on a constaté que les supposément «employables» constituaient la plus grande partie de cette augmentation. Le nombre total de cas d'aide sociale est passé d'environ 720 000 en 1980 à un million en 1984 au Canada.

D'après le ministère de la Santé nationale et du Bien-être social, plus d'un million de personnes vivaient du bien-être social à la fin de 1988. En pratique, toutefois, encore plus de Canadiens dépendaient de l'aide sociale, car les chiffres ci-dessus ne comprennent pas les Canadiens autochtones qui vivent dans les réserves et touchent des prestations de bien-être. Même si la collecte des données dans le cas des AS autochtones n'est pas encore complète, il est évident que le nombre de Canadiens que l'on reconnaît comme assistés sociaux serait beaucoup plus élevé si l'on y incluait les autochtones qui vivent dans les réserves.

Le lecteur constatera au tableau A4 à quel point la proportion de clients de l'aide sociale «employables» a augmenté, comparativement à la croissance du taux annuel de chômage.

La hausse rapide du nombre de cas a obligé les divers paliers de gouvernement à s'attaquer aux problèmes du chômage et de la dépendance de l'aide sociale. Lors d'une conférence tenue en avril 1985, les ministres des Services sociaux du fédéral, des provinces et des territoires ont lancé un examen des propositions d'amélioration des perspectives d'emploi des assistés sociaux. En septembre de la même année, ils ont organisé une conférence dont le point culminant a été la Stratégie quadripartite, accord comportant les bases des ententes fédérales-provinciales signées ultérieurement par toutes les provinces. En vertu de cet accord, le gouvernement fédéral réservait certaines parties de la Planification de l'emploi aux assistés sociaux. Il modifiait également les lignes directrices du Régime

TABLEAU A4

Proportion estimative d'employables chez les assistés sociaux, comparativement aux taux nationaux de chômage

	% d'employables assistés sociaux*	Taux annuel de chômage**
1980	35,2	7,5
1981	36,1	7,5
1982	38,9	11,0
1983	45,9	11,8
1984	46,2	11,2
1985	48,0	10,5
1986	50,0	9,5
1987	49,0	8,8
1988	46,0	7,8

* Santé et Bien-être social Canada, base des données Courrier

** Statistique Canada, publication 71-201, Statistiques chronologiques sur la population active

d'assistance publique du Canada pour que les provinces puissent plus facilement maintenir certaines prestations d'aide sociale pour une brève période de transition à des fins de formation et d'emploi.

Le volet clé de l'accord est connu sous le nom de Fonds d'employabilité ou de diversion. Cette caisse autorise l'élargissement des programmes fédéraux et provinciaux au-delà des niveaux habituels d'affectation, et la réaffectation des fonds de l'aide sociale aux programmes de formation et d'expérience professionnelle à l'intention des assistés sociaux. Cette disposition devait être négociée séparément entre chaque province et le fédéral. Les provinces devaient contribuer à parts égales. Jusqu'à maintenant, toutes les provinces et les T.N.-O. ont signé des accords distincts ou des protocoles d'entente.

Cette entente quadripartite était un effort concerté des deux paliers supérieurs de gouvernement pour s'attaquer au chômage. Elle ouvrait les portes de sources de financement que les deux paliers de gouvernement utilisaient séparément auparavant. Plus précisément, l'accord visait quatre domaines importants à propos des assistés sociaux :

- surmonter les désincitations auxquelles doivent faire face les assistés sociaux lorsqu'ils essaient d'entrer sur le marché du travail ou d'y revenir.
- servir le rôle que la Planification de l'emploi (PE) devait jouer pour répondre aux besoins des assistés sociaux;
- surmonter les facteurs de dissuasion pour les ministères provinciaux qui devaient financer seuls les programmes d'employabilité destinés aux assistés sociaux et simultanément perdre l'aide du Régime d'assistance publique du Canada (RAPC) à l'égard des bénéficiaires entreprenant un programme;
- améliorer la coordination interministérielle et intergouvernementale pour répondre aux besoins de la société.

Les ministres reconnaissaient que sans une intervention immédiate et mieux structurée des administrations publiques, un nombre toujours croissant de citoyens et de familles seraient pris dans une dépendance coûteuse et prolongée du système d'aide publique. Ils s'engageaient à utiliser au maximum la Planification de l'emploi, le Régime d'assistance publique du Canada et les autres programmes d'emploi et de formation. Leur entente a abouti à une stratégie en sept points conçue pour donner plus d'autonomie aux assistés sociaux (AS).

- négocier, pour chaque province ou territoire, les objectifs de participation des assistés sociaux à la Planification de l'emploi.
- modifier immédiatement les lignes directrices du RAPC pour encourager les assistés sociaux à participer davantage aux programmes de formation et à l'emploi.
- utiliser une partie du programme Innovations de la PE pour appuyer les initiatives originales d'amélioration de l'employabilité des assistés sociaux, avec les représentants du fédéral et des provinces, afin de préparer, avant la fin de 1985, un ensemble précis de propositions qui seraient soumises à l'étude du Comité consultatif national sur les innovations.
- dans le cadre du RAPC, lancer des projets-pilotes fédéraux-provinciaux-territoriaux d'emploi et de formation conçus pour préciser l'efficacité des stratégies expérimentales en matière de promotion de l'autonomie chez les assistés sociaux.
- comme supplément au premier point qui précède, élargir, pour les assistés sociaux, les possibilités de formation et d'emploi en autorisant les provinces qui souhaitent le faire à aiguiller les assistés sociaux vers les programmes de la PE ou des programmes provinciaux analogues et, en outre, à virer à ces programmes les fonds que les provinces auraient consacrés aux versements d'aide sociale de ces clients. Le gouvernement fédéral versera alors aux programmes en cause un montant égal, qui aurait été payé en vertu du RAPC à titre de part fédérale aux prestations d'aide sociale.

- collaborer à la collecte de l'information nécessaire pour évaluer les avantages et les coûts des programmes d'amélioration de l'employabilité des assistés sociaux.
- maintenir une collaboration quadripartite entre le ministère de la Santé nationale et du Bien-être social, Emploi et Immigration Canada et les ministères provinciaux responsables des services sociaux et du marché du travail, dans la mise en application de la présente.

Depuis l'établissement du programme, le fédéral et les provinces ont dépensé au total 800 millions de dollars (en partage égal des frais).

Le gouvernement fédéral a récemment fait savoir qu'il veut consacrer davantage aux programmes qui augmenteront l'employabilité des assistés sociaux. La Stratégie de mise en valeur de la main-d'oeuvre réserve 50 millions de dollars aux programmes élargis qui visent les problèmes d'emploi des AS sur les sommes redistribuées de l'assurance-chômage, plus un montant égale provenant de l'enveloppe du RAPC, ce qui porterait à 100 millions de dollars la contribution totale du gouvernement fédéral. On prévoit que les provinces y consacreront un montant correspondant.

	Fédéral	Quote-part des provinces
1986-1987	100 millions de $	100 millions de $
1987-1988	100 millions de $	100 millions de $
1988-1989	200 millions de $	200 millions de $
	400 millions de $	400 millions de $

ANNEXE 3 - Évaluation des programmes de la planification de l'emploi destinés aux assistés sociaux

Participation des AS à la PE

Dans la logique de l'effort particulier en faveur des chômeurs chroniques et des personnes qui ont de la difficulté à réussir le passage au marché du travail, la Planification de l'emploi a isolé les assistés sociaux (AS) comme groupe-cible de deux de ses programmes, le Développement de l'emploi et l'Intégration professionnelle. L'accent particulier qu'a mis la PE sur les AS semble avoir eu un effet sur le nombre d'assistés sociaux inscrits aux programmes de formation. Dans les programmes qui précédaient la PE, les AS représentaient 10 % environ des participants à la formation, alors qu'ils constituaient environ 30 % des chômeurs. En vertu des ententes quadripartites, la participation des AS aux programmes fédéraux (PE) de formation a légèrement augmenté. Selon une revue de la PE effectuée en juillet 1988 par Emploi et Immigration Canada, les AS représentent actuellement 13 % de tous les participants à la PE, ou encore 16,4 % lorsqu'on exclut les apprentis. La clientèle AS représente actuellement 21,6 % de tous les participants au Développement de l'emploi et 12,5 % des participants au programme Développement des collectivités. Par contraste avec les programmes ci-dessus, la participation des AS aux volets Acquisition de compétences et Pénuries de main-d'oeuvre spécialisée est minime.

Enquête de suivi trimestrielle

QUESTIONS POSÉES	Nombre de réponses	%
Employés à plein temps	7 462	30,9
Employés à temps partiel	2 986	12,4
Travailleurs indépendants	240	1,0
Total d'employés	10 688	44,3
Chômeurs à la recherche d'un emploi	9 729	40,0
En formation	1 953	8,1

Enquête de suivi après 12 mois

QUESTIONS POSÉES	Nombre de réponses	%
Employés à plein temps	3 274	36,9
Employés à temps partiel	1 278	14,4
Travailleurs indépendants	144	1,6
Total employé	4 696	52,9
Chômeurs à la recherche d'un emploi	2 291	32,9
En formation	588	6,6

Une évaluation de la PE

D'après Emploi et Immigration, plus de 3 000 projets d'amélioration de l'employabilité ont été approuvés depuis la promulgation des ententes quadripartites.

Le tableau 5 présente une ventilation par province et le nombre de participants aux projets.

Les renseignements sur les initiatives PE/AS ont été obtenus de deux façons, soit par l'évaluation de certains projets AS, ainsi que par l'analyse des données tirées des sondages effectués auprès des clients après la formation.

La documentation d'évaluation n'est pas très abondante. Il n'existe que quelques évaluations de projets à la disposition des chercheurs et des concepteurs de programmes. Nombre d'évaluations en sont aux premières étapes de l'élaboration, car les programmes qu'ils visent sont relativement nouveaux. La plupart des renseignements sur l'effet des programmes de formation sont donc tirés des sondages effectués auprès des utilisateurs après l'achèvement de la formation. Le Groupe de la Planification de l'emploi d'Emploi et Immigration Canada fait des enquêtes de suivi auprès de tous ceux qui ont reçu une formation PE. Le Groupe communique avec les clients trois mois et, par la suite, douze mois après l'achèvement du cours de formation.

Le taux de réponse aux questionnaires postaux est assez élevé (63,3 % en moyenne). Le taux de réponse du groupe-client AS (environ 54 %) est inférieur au taux de réponse global. Compte tenu de la pondération appropriée et des erreurs d'échantillonnage, les résultats offrent aux planificateurs de la PE des données qui permettent de mesurer les résultats du programme. Les deux mesures clés utilisées par la PE sont le taux d'emploi et le taux d'effet. Le taux d'emploi est le rapport entre le nombre de répondants qui indiquent qu'ils occupent actuellement un emploi (à plein temps, à temps partiel ou indépendant) et le nombre total de réponses valables. Le taux d'effet est le rapport entre le nombre de répondants qui précisent qu'ils occupent un emploi ou suivent une formation supplémentaire et le nombre total de réponses valables.

L'enquête de suivi trimestrielle la plus récente de la CEIC (avril 1986 à novembre 1988) montre que parmi les 33 311 clients interrogés, 24 219 réponses valables ont donné les résultats :

TABLEAU A5

Projets PE/AS Résumé par région (le 31 juillet 1989)

Province	Nombre de projets	Nombre de participants	Contribution totale
T.-N.	15	114	853 871
N.-É.	54	288	2 341 224
Î.-P.-É.	3	23	163 994
N.-B.	188	588	3 517 376
QUÉBEC	64	610	5 489 651
ONTARIO	1 289	2 637	24 218 220
MANITOBA	108	540	3 539 855
SASK.	86	575	5 256 502
ALBERTA	478	978	8 871 878
C.-B.	788	1 643	11 063 037

NOTE : Les données représentent les prévisions concernant le nombre de participants et les dépenses au moment de la signature des contrats. On s'attend à ce que les chiffres finaux soient plus élevés.

- L'enquête de suivi après 12 mois (avril 1986 à janvier 1988) fait ressortir que sur 8 877 AS interrogés, 52,9 % des bénéficiaires de formation ont trouvé du travail :

- L'information recueillie montre que les AS bénéficient dans une certaine mesure des programmes de formation PE. Malheureusement, l'information réunie ne fournit pas suffisamment de renseignements sur les projets en particulier ou les types d'emplois trouvés après la formation.

- Chez les AS, les taux d'emploi et d'effet sont élevés (plus de 50 % dans les deux cas) comparativement aux autres groupes clients. Néanmoins, environ 40 % des AS tombent sur le chômage après la formation. En effet, nombre d'AS qui n'étaient pas sur l'aide sociale avant la formation ont dû demander du bien-être par la suite.

Recherche qualitative

Alors que les évaluations quantitatives des programmes de formation des AS font ressortir des taux de réussite modérés, la recherche qualitative effectuée par l'Organisation nationale anti-pauvreté porte à croire que les taux de réussite des programmes de formation PE/AS seraient meilleurs si ce n'était de la mauvaise conception des programmes, de l'absence d'un soutien de revenu suffisant pour les stagiaires et, enfin, des liens presque inexistants entre les divers programmes dispensés par les différents paliers de gouvernement. Une récente enquête menée par l'ONAP auprès de 89 anciens stagiaires révèle que les plus grandes lacunes des programmes actuels sont probablement leur mauvaise publicité et la qualité inégale de la formation. De fait, la seule critique vraiment importante exprimée à l'égard des programmes actuels semble être l'uniformisation de la qualité dans tous les programmes des ententes quadripartites PE.

D'après les résultats de l'enquête de l'ONAP, nombre de répondants ont indiqué que leurs cours de formation étaient beaucoup trop brefs pour fournir une base solide dans un domaine particulier, que les moniteurs n'avaient aucune expérience pratique et que le matériel nécessaire était insuffisant ou indisponible. D'autres ont critiqué l'absence de stages pratiques dans leurs cours de préparation à l'emploi et plusieurs autres ont signalé des manifestations subtiles de racisme au sein de leurs programmes ainsi qu'une attitude biaisée à l'égard des femmes ou des stagiaires moins bien nantis. Il semble que plus un AS doit affronter d'obstacles personnels (par exemple, handicap, appartenance à une minorité visible), plus il sera vulnérable.

Même si beaucoup de programmes de formation PE/AS continuent de connaître des problèmes de qualité, l'obstacle de loin le plus énorme à la formation professionnelle cité par d'anciens stagiaires AS était l'accès à des services de garderie abordables et de qualité. D'après des gens interviewés par l'ONAP à Toronto, 50 % des femmes chefs de famille monoparentale ont dû quitter leur programme de formation à cause de problèmes de garderie. Malgré ce phénomène et beaucoup d'autres difficultés causées par la structure actuelle de la formation, toutefois, 78 % des répondants ont affirmé se retrouver en meilleure position après avoir suivi la formation, même si 41 % seulement ont déclaré avoir décroché un emploi à la suite de la formation, alors que 28 % ont poursuivi leur formation.

Faute de recherche plus approfondie, il est difficile de savoir quels sont les programmes qui sont les plus avantageux pour les clients AS, ceux qui sont conçus de la façon la plus efficace et quel type de formation offre de meilleures perspectives d'emploi. Il semble que, dans une certaine mesure, les règles et procédures régissant l'inscription aux programmes PE empêchent certains AS employables d'avoir accès à la formation qu'ils méritent. De même, on peut se demander si les programmes de formation PE «normalisés» conviennent aux AS, puisque beaucoup de clients AS se heurtent à des obstacles préformation, notamment l'analphabétisme, de graves difficultés en anglais ou en français, une éducation de base insuffisante ou un manque de confiance. Ces obstacles personnels se conjuguent aux obstacles actuels à la participation aux programmes, tels le manque de services de garderie, une absence quasi-totale de services de consultation spécialisés et l'insuffisance des allocations pour l'habillement, le transport, etc.

Orientation future de la recherche évaluative

Les données évaluatives disponibles font clairement ressortir que la recherche par sondages ne peut remplacer l'évaluation des effets des programmes et les méthodes d'évaluation des programmes, lorsque l'on cherche des réponses aux questions touchant expressément les clients et les programmes. Il n'y a pas de réponse toute prête pour décider quelle est la meilleure stratégie de programme pour que les AS acquièrent les compétences nécessaires pour s'affranchir de l'aide sociale. Aucun programme ne s'est avéré d'une efficacité universelle. Il faut probablement diverses stratégies axées sur des clients différents dans des circonstances différentes.

Même si l'état de la recherche d'évaluation laisse à désirer, certaines initiatives récentes permettent d'espérer un éclairage nouveau. Dans le cadre d'un projet parrainé par Innovations et intitulé Réseau de ressources sur l'employabilité, on a entrepris divers projets d'évaluation, notamment de certains projets PE/AS et d'autres programmes de formation à l'emploi. Ce projet de quatre millions de dollars vise à dresser un inventaire de base de données sur les projets, à l'usage des concepteurs et planificateurs. Les rapports d'évaluation, les publications de recherche connexe et d'autres documents sur les projets d'emploi seront versés à la base de données. Actuellement, deux évaluations seulement et trois analyses des effets sont terminées (sur 17 évaluations de projet prévues).

Malgré la faiblesse des preuves issues des évaluations, le point de vue selon lequel les initiatives d'amélioration de l'emploi fonctionnent et devraient continuer à prendre de l'ampleur bénéficie d'un solide appui des niveaux politique et bureaucratique. Des représentants du fédéral, des provinces et des territoires qui ont participé à l'assemblée nationale sur le Programme d'amélioration de l'employabilité estimaient qu'on a fait des progrès considérables depuis la signature de l'entente quadripartite de 1985. Les participants à la réunion (en juin 1989) ont estimé que les ministères et les paliers de gouvernement collaborent davantage aux programmes de promotion de l'employabilité.

Voici les recommandations formulées :

- amélioration des systèmes d'information
- adoption d'un schéma de financement plus long pour les programmes décentralisation des pouvoirs et des responsabilités au niveau pratique, tout en maintenant des normes reconnues.

L'actuel manque d'évaluations précises des programmes d'emploi AS n'a pas empêché le fédéral, les provinces et les municipalités, ainsi que les groupes de pression, de convenir que la formation des AS à l'emploi est une excellente stratégie.

ANNEXE 4 - Principes de réforme décrits dans des rapports antérieurs sur l'aide sociale

L'Ontario et le Manitoba viennent d'entreprendre une revue de leur régime d'aide sociale qui les a amenés à tirer des conclusions identiques : l'aide sociale demeure un système dont les lignes de conduite et les objectifs, non formulés, sont souvent multiples et contradictoires. Cette confusion de principes découle principalement de la croissance rapide du système d'aide sociale et des fréquentes modifications qui y ont été apportées sans tenir compte de la politique globale. Comme le signalent les rapports des deux provinces, il faut corriger la situation en structurant clairement les grands principes qui doivent guider les réformes futures du système d'aide sociale. Les comités des deux provinces ont tous deux formulé une liste de principes généraux sur lesquels reposent leurs recommandations. Le Groupe de travail appuie sans réserve les principes de réforme formulés dans ces deux rapports provinciaux, qu'il résume ci-dessous. Le Groupe de travail estime que les principes formulés ci-après doivent servir non seulement de repère aux réformes de l'aide sociale, mais également aux grandes orientations de la politique sociale.

En règle générale, les réformes du système d'aide sociale doivent se guider sur six principes essentiels : prévention, adéquation, équité, globalité, souplesse et simplicité,. Voici la justification de ces principes.

Prévention

Comme l'ont fait observer les comités de revue de l'aide sociale du Manitoba et de l'Ontario, l'objectif premier de l'aide sociale doit être «de donner aux personnes nécessiteuses des possibilités de passer de la dépendance à l'autonomie et de l'état de marginalisation à l'intégration au sein de la vie collective». L'importance, selon ces rapports provinciaux, d'aider les personnes à revenir dans le courant de la population active et de la collectivité souligne à quel point il est essentiel d'offrir aux assistés sociaux (AS) d'autres solutions que la dépendance à long terme de l'aide sociale. L'objectif de l'ensemble des réformes et recommandations doit donc être d'éviter que les assistés sociaux demeurent sur l'aide sociale assez longtemps pour perdre confiance en eux-mêmes et tout sentiment d'appartenance à la collectivité.

Il faut pousser encore plus loin le principe de la prévention, afin que toutes les réformes, tant au régime d'aide sociale qu'aux autres domaines de la politique sociale, visent à réduire le nombre de personnes qui doivent en définitive recourir à l'aide sociale. L'alphabétisation et les cours de français et d'anglais langue seconde ne sont que deux exemples de programmes de formation de nature préventive. La plupart du temps, il est plus efficace d'investir dans la base de compétence d'une personne avant le commencement ou au début d'une période de chômage que si l'on attend qu'une personne défavorisée glisse dans le désespoir et la misère.

Adéquation

Les prestations d'aide sociale demeurent très inférieures au seuil de pauvreté pour un certain nombre de raisons, dont la principale est qu'on croit qu'offrir des prestations et des programmes de formation généreux dissuade les AS qui le peuvent de revenir sur le marché du travail. En fait, parmi les AS réputés employables, les niveaux de prestation sont très inférieurs à ce qu'ils sont pour les assistés sociaux inemployables.

Les niveaux de revenu et l'aide à la formation chez les inemployables sont également perçus par la plupart des observateurs comme insuffisants. Chez les AS inemployables, par exemple, l'accès à des choses de base considérées comme des besoins spéciaux (par exemple prothèses, fauteuils roulants, frais de transport, services dentaires et frais de déménagement) fait l'objet d'une discrétion administrative et pourrait être même refusé. Les coûts élevés du logement et des garderies non

subventionnées posent également des problèmes d'adéquation pour beaucoup d'AS.

Dans le domaine de la politique de formation (principal élément du mandat du Groupe de travail), le montant des allocations de formation offertes et l'existence d'allocations supplémentaires pour des facteurs comme le transport, la garderie, les vêtements, etc., posent aussi des problèmes d'adéquation. Il faut aussi en tenir compte lorsqu'il s'agit d'évaluer la nécessité de maintenir les prestations après que l'AS a réussi à trouver à un emploi à plein temps.

Équité

Les réformes qui ont trait au régime d'aide sociale doivent respecter le principe du traitement égal des personnes également méritantes. L'équité est considérée par la majorité comme un des grands principes sur lesquels repose le régime d'aide sociale et pourtant, pour des raisons d'orientation qui ne sont ni très précises ni évaluées par rapport à leurs effets, ce principe est souvent écarté. La distinction aléatoire entre AS employables et inemployables avec leurs niveaux différents de prestations n'est qu'un exemple de la façon dont le fédéral et les provinces ont négligé l'aspect équité. Parmi les autres exemples de discrimination de la part des provinces, mentionnons : les hommes de 60 à 64 ans reçoivent moins que les femmes du même âge; certaines prestations essentielles ne sont offertes qu'à la discrétion du personnel; en outre, les veuves reçoivent les allocations familiales plus tôt que les conjoints séparés.

Globalité

La notion de globalité suppose l'élargissement du but du régime d'aide sociale au-delà du simple maintien du revenu, à la mise en place de véritables possibilités d'emploi et d'intégration à la collectivité. La globalité suppose généralement une perception à plus long terme de ce que sont les besoins d'un assisté social en particulier. Cela peut comporter la conception de programmes de formation qui ne visent pas simplement les besoins fondamentaux des AS, mais également leurs besoins supplémentaires mais tout aussi essentiels : les services de garderie pour les mères célibataires, les dispositifs d'appoint pour les personnes handicapées, par exemple. Cela peut aussi supposer de répondre aux besoins spéciaux des anciens AS et autres personnes qui constituent la catégorie des travailleurs pauvres.

En règle générale, qui dit globalité dit nécessité de percevoir à la fois les questions micro-économiques qui touchent les AS (p. ex., niveaux des prestations) et les aspects macro-économiques, comme la politique gouvernementale sur l'emploi et l'économie en général. Cela suppose également de réunir les gens d'affaires, les syndicats, les enseignants, le gouvernement et tous les autres membres pertinents de la collectivité, pour préparer des programmes d'emploi et de formation qui tireront parti de la compétence et des ressources que possède chaque groupe visé.

Souplesse

Le principe de souplesse suppose qu'on offre aux AS des programmes qui leur permettront de mieux contrôler leur avenir. En recommandant des politiques souples, on reconnaît que les besoins des AS (y compris de formation et de recyclage) peuvent varier énormément. Même chez les bénéficiaires monoparentaux qui semblent devoir relever les mêmes difficultés matérielles, les besoins et désirs seront différents. Le régime d'aide sociale doit, dans la mesure du possible, tenir compte de cette diversité. Par contre, le régime ne peut augmenter en même temps la souplesse des programmes aux dépens de l'équité de traitement. Il doit y avoir équilibre entre le principe de la souplesse et les besoins d'égalité des chances pour tous les AS.

Simplicité

Comme on le précisait dans un des rapports provinciaux, «les services d'aide sociale demeurent un droit théorique si l'on ne peut y avoir accès à l'endroit et au moment mêmes où l'on en a besoin. Le système doit être simple et facile à comprendre, à l'écoute des besoins et prompt à les combler». Ce n'est malheureusement pas le cas de l'actuel système d'aide sociale. La multitude de ses programmes, critères et structures de prestation est source de confusion pour tous, même pour les personnes les plus versées. À cause du manque général de coordination entre les programmes aux échelons fédéral, provincial et municipal, il est difficile pour tout bénéficiaire de connaître la gamme complète des programmes et des débouchés qui lui sont of-

ferts. Le problème est encore plus complexe pour les personnes qui ne parlent aucune des deux langues officielles. Pour ces personnes, le dialogue nécessaire entre le bénéficiaire et le travailleur responsable des cas d'aide sociale ne peut même pas s'amorcer, souvent, car les services de traduction sont imparfaits, si encore ils existent.

À cette fin, il faudrait peut-être rationaliser les critères et les conditions d'admission de certains programmes. À tout le moins, la simplicité impose d'offrir et aux bénéficiaires et à la population plus de renseignements sur le fonctionnement du système. Il peut également être nécessaire de mettre en place du personnel mieux formé, plus réceptif, capable d'offrir juste à temps son aide aux personnes dans le besoin.

ANNEXE 5 - Questions de politique sociale qui ont des répercussions sur la formation des assistés sociaux

Beaucoup de grands secteurs de réforme de la politique sociale excèdent certes la compétence du Groupe de travail, mais celui-ci a jugé bon de les aborder quand même. Par conséquent, nous essaierons ici de préciser les domaines où, d'après le Groupe de travail, les politiques sociales actuelles ont un impact négatif important sur les occasions de formation des assistés sociaux.

Services de garderie

En 1988, on avait besoin de près de 2 millions de places de garderie d'enfants, mais le réseau officiel de garderies n'a pu accueillir que 10 % seulement de ces enfants. Les 90 % qui restent ont été pris en charge par des parents, des amis, confiés à des gardiennes ou à d'autres fournisseurs de soins non autorisés, ou tout simplement laissés seuls. Les garderies non subventionnées peuvent absorber environ 35 % à 40 % des gains moyens des mères qui travaillent. Ce manque d'uniformité au niveau de la disponibilité et de la qualité des services vaut la peine d'être signalé, non seulement à cause des injustices qu'il entraîne, mais aussi parce qu'il soulève un problème de transférabilité des services. Par exemple, un chef de famille monoparentale, unique soutien de famille à North Bay, qui bénéficie de services de garderie subventionnés risque d'avoir de la difficulté à trouver un service équivalent s'il déménage à Toronto pour accepter un emploi, principalement parce que la demande de services de garderie subventionnés dans la plupart des secteurs urbains comme Toronto dépasse de loin l'offre. Les services de garderie posent un problème particulièrement rebutant aux assistés sociaux. Sans accès garanti à des garderies subventionnées avant et après l'école, et sans garderies à horaire flexible à l'intention des travailleurs par relève, beaucoup de parents célibataires ou de familles pauvres sont incapables de tirer parti des programmes de formation qu'on leur offre.

Aide financière inadéquate pour les travailleurs pauvres

À cause du recul ven termes réels du salaire minimum au cours des deux dernières décennies, le nombre de travailleurs pauvres a augmenté considérablement. Un pourcentage croissant de Canadiens ont de plus en plus de difficulté à tirer un revenu suffisant d'un emploi à plein temps. Cela est dû en partie à l'absence de politiques destinées aux travailleurs pauvres en ce qui concerne le soutien du revenu, l'impôt négatif sur le revenu ou les subventions en nature. Contrairement à l'aide sociale, les salaires dans la population active n'augmentent par contre pas avec la taille de la famille, ce qui est tout aussi important.

Le Groupe de travail craint que les recommandations visant à offrir de meilleures possibilités de formation et d'emploi aux assistés sociaux ne se traduisent simplement par un désavantage supplémentaire pour les travailleurs pauvres, par rapport aux AS. Les travailleurs pauvres ont aussi le droit de tirer parti des possibilités de formation et de recyclage qui pourraient améliorer leur capacité de gagner leur vie. Les provinces et le fédéral doivent combler l'écart croissant qui existe entre ces deux groupes de citoyens pauvres.

Logement

Plus, peut-être, que dans tout autre secteur de politique, le logement a des effets considérables sur le bien-être et les moyens économiques des assistés sociaux. Dans beaucoup de régions urbaines, les AS doivent consacrer au logement plus de 50 % de leurs prestations d'aide sociale, ce qui leur laisse bien peu, ou même rien, pour d'autres nécessités fondamentales comme la nourriture et les vêtements. À Toronto, par exemple, le manque de logements abordables est, dit-on, l'une des grandes raisons de

l'explosion du nombre de banques d'aliments et de centres de distribution d'aliments. À cause des grands écarts régionaux du marché du logement, il est difficile de formuler une politique nationale pour régler le problème. En outre, puisqu'il s'agit d'une responsabilité provinciale, nombre de provinces peuvent vouloir régler le problème de différentes façons en augmentant, par exemple, le logement sans but lucratif ou coopératif, le logement privé abordable ou les loyers subventionnés. Peu importe comment on s'y prendra, il est toutefois évident que les AS (et les travailleurs pauvres) ont besoin d'un certain type d'aide au logement pour pouvoir vivre et travailler dans des régions où le marché du logement est serré.

Alphabétisation

Le Groupe de travail croit fermement qu'une des raisons majeures pour lesquelles les assistés sociaux ont de la difficulté lorsqu'ils essaient de revenir dans la population active en général est liée à la médiocrité de leur alphabétisation et de leurs connaissances du calcul. D'après plusieurs sondages cités dans le rapport Transitions (rapport du Comité d'examen de l'aide sociale de l'Ontario), 50 % ou plus des assistés sociaux sont des illettrés fonctionnels. Le lien entre le chômage et le manque d'instruction attribuable à l'analphabétisme est établi depuis longtemps. Des études indiquent que ceux qui ont moins de huit ans de scolarité officielle connaissent un taux de chômage beaucoup plus élevé que ceux qui ont une scolarité plus poussée. Il existe de plus un lien solide entre le manque d'instruction et la pauvreté.

L'analphabétisme constitue présentement un obstacle aux programmes qui visent spécifiquement à aider les chômeurs à revenir dans la population active, parce que beaucoup de programmes de formation qui pourraient améliorer l'employabilité des assistés sociaux exigent une 10e, une 11e ou une 12e année. Même si les gouvernements fédéral et provinciaux ont lancé depuis quelque temps plusieurs campagnes d'alphabétisation, il faut lancer des mesures encore plus ambitieuses pour réduire l'analphabétisme généralisé.

Équité en matière d'emploi

Dans un sondage effectué récemment auprès des stagiaires AS par l'Organisation nationale anti-pauvreté (ONAP), nombre de répondants ont fait état d'expériences vécues de harcèlement sexuel et de stéréotypage négatif sur le plan de la formation professionnelle qui leur avait été offerte. Beaucoup de programmes de formation publics continuent d'offrir aux femmes une formation dans le domaine du travail de bureau mal rémunéré alors que les assistés de sexe masculin reçoivent de la formation dans les secteurs mieux rémunérés de la fabrication et de la construction. La situation s'aggrave souvent lorsque l'assisté social quitte un programme de formation et commence à travailler à plein temps dans le secteur privé. Sur le plan des pratiques de recrutement, de formation et d'avancement, les anciens assistés sociaux (et en particulier de sexe féminin) se butent à une discrimination généralisée comparativement à d'autres travailleurs du secteur privé. Les mesures législatives sur l'équité en matière d'emploi adoptées récemment au niveau tant du fédéral que des provinces devraient certes améliorer les perspectives de formation et d'emploi pour tous les AS, mais les employeurs des secteurs privé et public devront faire encore beaucoup plus pour assurer que les assistés sociaux et les autres travailleurs désavantagés bénéficient des mêmes occasions d'avancement et de formation que les autres employés.

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MEMBRES DU GROUPE DE TRAVAIL

Daryl Bean est président de l'Alliance de la Fonction publique du Canada. Il a accédé à la présidence en 1985, et y a été réélu en 1988. De 1982 à 1985, il est deuxième vice-président de l'Alliance, responsable des négociations collectives. Auparavant, M. Bean est, de 1975 à 1982, président national du Syndicat des employés des Travaux publics de l'Alliance. Il est aussi vice-président général du Congrès du Travail du Canada, membre titulaire du Canada au sein du Comité exécutif de l'Internationale des services publics et gouverneur du Collège canadien des travailleurs.

Marcy Cohen est représentante du Congrès canadien pour la promotion des études chez la femme. Au cours des cinq dernières années, elle a coordonné plusieurs grands projets de recherche, élaboré des documents d'atelier et donné des cours sur les femmes, le travail et le changement technologique pour la Women's Skill Development Society de la Colombie-Britannique. Auparavant, elle passe huit au ministère des Services sociaux et du Logement, en tant que coordonnatrice de l'emploi et de la formation.

Ken Murdoch est directeur des programmes à la Northwest Child and Family Services Agency de Winnipeg. Auparavant, il est directeur général du Social Planning Council de Winnipeg. En 1982 et en 1983, il est membre du Groupe de travail sur l'aide sociale, qui est chargé d'étudier les programmes d'aide sociale au Manitoba.

Linda Torney est présidente du Labour Council of Metropolitan Toronto and York Region. Avant son élection à la présidence, elle est trésorière du Conseil, de 1982 à 1988. De 1984 à 1988, elle est négociatrice pour le Syndicat des employés de la Fonction publique de l'Ontario. Mme Torney est membre du Metropolitan Toronto Advisory Council on Economic Development et du Bureau de direction du Metropolitan Toronto District Health Council. Elle est aussi directrice associée du Conseil de l'Exposition nationale canadienne.

Peter Vivian est vice-président du Conseil canadien des chefs d'entreprises. Auparavant, il occupe les postes de vice-président à l'Expansion des affaires de l'iNet Corporation; d'avocat-conseil adjoint et de secrétaire général adjoint de BCE Commcor Inc.; de vice-président à la Planification des marchés chez Bell Canada International Inc.; et de premier conseiller juridique international chez Bell Canada International Inc. Il est membre du Conseil d'administration de Richard de Boo Publishers, de Toronto, division de l'International Thompson Organization Inc.

Peter Woolford est vice-président du Conseil canadien du commerce de détail, poste qu'il occupe depuis 1988. Avant d'entrer au Conseil du commerce de détail, il travaille, de 1984 à 1988, au bureau du coordonnateur fédéral de l'Ontario; au département d'État au Développement économique, de 1982 à 1984; et, de 1974 à 1982, au ministère fédéral de l'Industrie et du Commerce.

SECTION IV
Apprentissage

RAPPORT DU GROUPE DE TRAVAIL

AVANT-PROPOS

Nous avons été invités, l'été dernier, à devenir membres d'un Groupe de travail sur la formation par apprentissage, un des sept groupes de travail créés pour permettre au secteur privé de conseiller la ministre de l'Emploi et de l'Immigration sur la Stratégie de la main-d'oeuvre.

Notre Groupe de travail avait pour mandat d'analyser la pertinence des politiques, des programmes et des pratiques en vigueur qui ont des répercussions sur la formation par apprentissage au Canada et de recommander des façons de mettre en oeuvre des changements efficaces.

Dans l'exécution de notre mandat, nous avons abordé un large éventail de questions dont certaines étaient d'envergure générale et portaient sur l'apprentissage en tant que stratégie de formation alliant la formation pratique en cours d'emploi à l'enseignement théorique en classe. D'autres portaient sur des aspects particuliers des programmes pour lesquels il fallait apporter des modifications aux pratiques en vigueur afin d'encourager, par exemple, davantage de femmes à se lancer dans des métiers d'apprentissage. Nous avons abordé toutes les questions fermement convaincus que l'apprentissage constitue une façon appropriée et souhaitable d'assurer aux travailleurs une éducation avancée et une formation spécialisée et qu'il mérite donc un solide appui de la part des administrations publiques, des milieux d'affaires et des syndicats. Nous admettons par ailleurs que le programme actuel comporte des problèmes et que des changements s'imposent. Nous savons certes que les responsabilités en matière d'apprentissage sont partagées entre les provinces et le fédéral, mais nous sommes fermement convaincus que les syndicats et les milieux d'affaires doivent intervenir plus activement au niveau national dans la mise en oeuvre des changements.

Une bonne partie de nos délibérations a porté sur la question des normes nationales. L'absence de normalisation entre les provinces et les territoires en ce qui concerne les niveaux de compétence, les programmes d'études et les heures de travail obligatoires est à l'origine d'inéquités et d'un manque d'uniformité dans le domaine de l'apprentissage et nuit à la mobilité des travailleurs et aux efforts déployés pour réagir aux pénuries. Il faut nous efforcer sans tarder d'accroître la normalisation dans les programmes d'apprentissage pour toutes les professions qui offrent de l'emploi dans deux provinces ou plus.

Comme membres du Groupe de travail, nous étions parfaitement conscients de la complexité des questions que nous devions aborder et des contraintes de temps inévitables dans un tel exercice. Notre rapport contient 28 recommandations qui devraient,

selon nous, aider considérablement à régler une partie des problèmes que connaît de nos jours l'apprentissage et à gérer le changement en vue de l'avenir.

Bruce Ashton

Bob Biggar

Marcia Braundy

Guy Dumoulin

Don Exner

John Halliwell

Jim McCambly

Mike McGrath

Michael Parker

Gerry Stoney

Jake Thygesen

INTRODUCTION

L'apprentissage, méthode de formation qui allie l'enseignement théorique en classe à la formation pratique sur le tas, existe comme modèle de formation professionnelle depuis l'époque classique. La formation par apprentissage a une caractéristique distinctive qui n'est toutefois pas une condition essentielle, soit l'existence d'un lien contractuel entre l'apprenti et l'employeur, un syndicat ou un comité paritaire. Il y en a une autre : on met l'accent sur la formation en cours d'emploi, qui occupe plus de 80 % du temps de l'apprenti.

Les membres du Groupe de travail désirent souligner d'abord leur engagement à l'égard de l'apprentissage comme système d'éducation avancée et de formation spécialisée. Ils sont aussi convaincus qu'il pourrait s'agir d'un modèle utile pour d'autres types de préparation professionnelle. Les membres du Groupe de travail estiment que l'apprentissage n'a pas toujours reçu des administrations publiques et des milieux industriels l'appui financier, l'attention ou l'engagement qu'il aurait mérités.

Bien qu'un faible pourcentage seulement des élèves qui quittent l'école secondaire le choisissent comme mode de formation postsecondaire, l'apprentissage reçoit de plus en plus d'attention de la part des stratèges du marché du travail, qui sont à la recherche de programmes efficaces de formation au niveau débutant.

À l'heure actuelle, le gouvernement offre plusieurs programmes conçus pour aider les gens à acquérir les compétences dont ils ont besoin pour passer du monde de l'école à celui du travail. Bien que les inéquités que constituent le chômage élevé chez les jeunes et les obstacles systémiques à l'arrivée sur le marché du travail soient des facteurs de motivation, l'objectif premier de ces programmes est la main-d'oeuvre. Dans l'ensemble, ils sont conçus pour former la main-d'oeuvre dont nous aurons besoin pour garantir l'avenir économique du Canada et améliorer notre niveau de vie futur. C'est pourquoi les politiques de main-d'oeuvre visent à préparer les étudiants «sortants» à un emploi productif de longue durée.

Par le passé, la formation par apprentissage s'est révélée une façon efficace de produire des travailleurs qualifiés pour le marché du travail. De plus, comme l'apprentissage est de par sa nature très réceptif aux besoins du secteur privé, il s'agit d'un outil de formation qui peut assurer la mise en valeur à long terme de la population active. À l'heure actuelle, l'apprentissage n'est toutefois pas utilisé au Canada comme programme de formation au niveau débutant au sens traditionnel. La plupart des apprentis s'inscrivent au programme après avoir travaillé quelque temps en industrie. L'apprenti moyen au Canada a environ 26 ans et 10 % seulement des apprentis ont moins de 21 ans. Il faut manifestement non seulement promouvoir l'apprentissage comme méthode souhaitable d'éducation avancée et de formation professionnelle, mais aussi en faire la publicité auprès des jeunes qui se préparent à quitter l'école pour se lancer dans le monde du travail.

Le reste du document porte sur des questions qui ont trait à l'apprentissage au Canada aujourd'hui. Le Groupe de travail a certes reconnu au cours des consultations qu'il a tenues que les circonstances des apprentis dans les industries de service, le secteur de la construction et celui de la fabrication diffèrent souvent, mais un grand nombre des problèmes soulevés intéressent tous les apprentis.

Recommandation 1

L'apprentissage est une façon appropriée et souhaitable d'assurer une éducation avancée et une formation spécialisée aux travailleurs qui méritent un solide appui de la part des administrations publiques, des milieux d'affaires et des syndicats.

Recommandation 2

En collaboration avec les établissements d'enseignement secondaires et postsecondaires, les milieux d'affaires, les syndicats et les administrations publiques devraient lancer une campagne nationale de promotion de l'apprentissage au Canada comme méthode appropriée et souhaitable d'éducation avancée et de formation professionnelle.

RESPONSABILITÉS DU SECTEUR PRIVÉ, DES PROVINCES ET DU GOUVERNEMENT FÉDÉRAL

La formation par apprentissage est un système bien établi au Canada, et les rôles respectifs des intervenants clés sont généralement reconnus. Le secteur privé, les provinces et le gouvernement fédéral se partagent les responsabilités dans le domaine de l'apprentissage. Les employeurs, en particulier ceux du secteur privé, fournissent aux apprentis une formation en milieu de travail et leur versent un salaire qui varie d'une profession à l'autre, mais qui demeure toujours inférieur au taux de rémunération des compagnons. Les employeurs qui n'offrent pas de formation par apprentissage même s'ils emploient des gens de métier qualifiés s'attirent régulièrement des critiques. Vu le coût de la formation par apprentissage, le problème des «parasites» est important. Même s'ils emploient beaucoup de compagnons formés, les employeurs du secteur public sont eux aussi coupables de la même faute.

Au Canada, les marchés du travail relèvent de deux niveaux de compétence. L'apprentissage est établi, régi et administré par les gouvernements provinciaux. Toute question se rapportant à la formation et à l'accréditation des apprentis relève des provinces. Le Conseil canadien des directeurs de l'apprentissage (CCDA) est constitué de représentants des provinces qui non seulement représentent leur niveau de compétence au CCDA, mais y jouent aussi un rôle plus général lorsqu'il s'agit d'établir des normes nationales dans le cadre du programme des normes interprovinciales ou du Sceau rouge. La partie IV traite plus en détail de ce programme.

Par ailleurs, le gouvernement fédéral joue essentiellement un rôle financier, car il n'avait jusqu'à maintenant pas grand-chose à dire sur les questions de fond de la formation par apprentissage. Dans le cadre des accords nationaux de formation négociés avec les provinces, le gouvernement fédéral contribue aux frais de formation en établissement des apprentis. La caisse d'assurance-chômage assure aux stagiaires admissibles un soutien du revenu pendant l'enseignement en classe. Les allocations de La Planification de l'emploi (PE) font de même dans le cas des apprentis inadmissibles à l'assurance-chômage. Dans certains cas, et spécialement dans le secteur manufacturier où l'on a déjà négocié des dispositions pertinentes dans certaines conventions collectives, les employeurs accordent aux apprentis qui bénéficient de prestations d'assurance-chômage un supplément qui ramène le revenu de remplacement au niveau de leur salaire normal.

Il est évident pour les membres du Groupe de travail que beaucoup des problèmes auxquels s'est toujours heurté l'apprentissage découlent de conflits de compétences et du manque de confiance entre les administrations publiques. De plus, contrairement à d'autres programmes d'éducation et de formation au niveau débutant, comme les programmes d'enseignement coopératif, l'apprentissage met l'accent avant tout sur la formation en milieu de travail. Les membres du Groupe de travail sont donc convaincus que ce sont les ministères chargés de l'emploi et de la formation qui sont les mieux en mesure d'élaborer et d'administrer le programme d'apprentissage.

Même si le secteur privé est l'intervenant clé dans le domaine de l'apprentissage, l'apport des entreprises et des syndicats à l'élaboration de ce système de formation et d'éducation avancée a très peu d'importance. Toutes les provinces sauf l'Ontario ont un conseil d'apprentissage, mais ils sont souvent inactifs ou passifs. De plus, les milieux d'affaires et les syndicats n'ont aucune approche coordonnée de nature stratégique ou d'envergure nationale.

Si l'on veut apporter des changements positifs, les milieux d'affaires et les syndicats devront participer davantage au niveau national à l'élaboration du

programme d'apprentissage destiné à des métiers en particulier et, sur un plan plus général, au développement de l'apprentissage comme système d'éducation et de formation. Les membres du Groupe de travail estiment que les milieux d'affaires et les syndicats devraient

- aider le Conseil canadien des directeurs de l'apprentissage à élaborer des normes nationales,
- conseiller les administrations publiques sur l'importance de la formation nécessaire pour répondre à la demande future dans des professions particulières,
- conseiller les administrations publiques sur les modifications ou améliorations qu'il conviendrait d'apporter aux niveaux de compétences ou aux stratégies de formation dans un métier en particulier,
- recommander d'autres façons de faire en sorte que la formation soit terminée et que l'expérience spécialisée soit enregistrée de la façon appropriée,
- conseiller les administrations publiques et les établissements d'enseignement sur la pertinence des programmes de préapprentissage,
- conseiller le gouvernement fédéral sur la dépense des budgets consacrés au recyclage des compagnons et à l'actualisation de leurs connaissances,
- promouvoir l'apprentissage comme méthode d'éducation avancée et de formation.
- conseiller les administrations publiques sur l'élaboration de nouveaux programmes d'apprentissage.

Recommandation 3

Il faudrait créer un Conseil canadien de l'apprentissage (CCA), formé de représentants des milieux d'affaires et des syndicats, et d'une représentante d'une organisation de femmes de métier. Les représentants des administrations publiques n'y auraient pas droit de vote. Ce conseil aurait pour mandat de conseiller le ministère de l'Emploi et de l'Immigration et les ministères provinciaux compétents sur toutes les questions liées à la formation par apprentissage et à la formation préparatoire à l'apprentissage.

Recommandation 4

On devrait établir, pour chaque profession (ou, lorsque les milieux d'affaires et les syndicats sont d'accord, pour chaque secteur), un Comité consultatif canadien de la formation (CCCF), formé de représentants des employeurs et des syndicats, ou du métier lorsqu'il n'existe pas de syndicat. Ces comités joueraient un rôle développemental et consultatif, par l'entremise du Conseil canadien des directeurs de l'apprentissage et du Conseil canadien de l'apprentissage, en ce qui a trait à l'apprentissage et à la formation préparatoire à l'apprentissage et, lorsqu'il est question de fonds fédéraux, au recyclage des compagnons et à l'actualisation de leurs connaissances.

Recommandation 5

Comme l'apprentissage est avant tout un programme de formation en milieu de travail, le Groupe de travail recommande qu'un ministère provincial compétent autre que celui de l'Éducation élabore et administre le programme d'apprentissage.

Recommandation 6

Les employeurs du secteur public, y compris les sociétés d'État, devraient participer davantage comme employeurs au programme d'apprentissage en signant des contrats d'apprentissage proportionnels au nombre de compagnons qu'ils emploient.

Recommandation 7

Il faudrait encourager fortement les employeurs du secteur privé qui ne participent pas à des programmes d'apprentissage à le faire.

Nota : Étant donné le savoir-faire que possèdent tous les niveaux de compétence, le Groupe de travail reconnaît que le mandat du Conseil canadien de l'apprentissage et des comités consultatifs canadiens de la formation devrait être élaboré après consultation avec le Conseil canadien des directeurs de l'apprentissage.

LE FINANCEMENT DE LA FORMATION PAR APPRENTISSAGE

À l'heure actuelle, tous les intervenants du système de formation par apprentissage contribuent dans une certaine mesure aux frais de formation. Les frais sont supportés en grande partie par les employeurs qui assurent la formation sur le tas et par les apprentis mêmes qui, par le manque à gagner et les primes d'assurance-chômage, financent leur propre formation. Le gouvernement fédéral et les provinces contribuent aussi au financement de certains aspects du programme d'apprentissage, et ce sont ces modalités de financement qui font actuellement l'objet d'un examen minutieux.

Frais de cours

Les provinces ont la responsabilité d'établir et de maintenir l'apprentissage non seulement comme système d'éducation et de formation, mais également comme mode d'entrée exclusif dans certaines professions. Sur le plan des coûts, les provinces financent l'administration du système et entretiennent l'infrastructure des établissements de formation.

Par ailleurs, le gouvernement fédéral joue essentiellement un rôle financier, car il n'a pas eu grand-chose à dire jusqu'à maintenant sur les questions de fond de la formation. Les accords nationaux de formation précisent le montant qu'affectera le gouvernement fédéral à l'achat de places dans les établissements de formation provinciaux non seulement pour les apprentis, mais également pour tous ses autres clients, de même que les conditions se rattachant à ces dépenses. Le niveau de financement global fixé dans ces accords nationaux de formation est important pour les provinces, en particulier les plus petites, parce qu'il détermine le nombre d'apprentis qui seront acceptés pendant l'année et fournit le financement de base nécessaire au maintien des établissements de formation provinciaux. À partir du montant total négocié, les provinces affectent des fonds à divers cours, notamment des cours de formation par apprentissage.

L'éternelle critique qu'adressent les provinces au gouvernement fédéral est qu'il a réduit considérablement les achats de cours depuis trois ans, surtout depuis la mise en place de la PE. En vertu du dernier accord national de formation, les achats de cours pour les apprentis demeurent à un statu quo, ce qui donne aux provinces peu de chances d'accroître le nombre d'apprentis formés. Par le passé, le gouvernement fédéral avait tendance à approuver automatiquement les régimes de formation provinciaux, mais ce n'est plus nécessairement le cas depuis la mise en oeuvre de la Planification de l'emploi (PE).

Il n'y a pas de «programme d'apprentissage» distinct dans la Planification de l'emploi. Les fonds servant à acheter des «places» pour les apprentis dans les établissements de formation provinciaux proviennent du volet Pénuries de main-d'oeuvre spécialisée de la Planification de l'emploi. À l'heure actuelle, les frais de cours s'élèvent à environ 84 millions de dollars par année.

Il ressort de tout cela deux questions. La première concerne le montant global consacré à l'achat de cours pour les apprentis, tandis que la seconde a trait à la pertinence d'utiliser le volet Pénuries de main-d'oeuvre spécialisée de la PE pour administrer le programme d'apprentissage.

La Planification de l'emploi a pour objectif premier de favoriser la formation de ceux qui en ont «le plus besoin». La majorité des participants aux programmes de la PE sont des gens qui ne font pas partie du courant principal de la population active et la formation PE qui leur est fournie est relativement brève. Les apprentis sont une exception. Il font partie des actifs et la formation par apprentissage représente un engagement à long terme pour tous les intervenants. De plus, le volet Pénuries de main-d'oeuvre spécialisée de la PE est conçu pour aider les employeurs qui ont besoin de travailleurs qui

possèdent des compétences en pénurie. Le soutien à l'apprentissage pourrait bien sûr être ciblé seulement vers les métiers en pénurie, mais le programme n'a jamais été limité ainsi par le passé.

Il convient de signaler que dans certains cas, la formation par apprentissage est assurée non pas par la méthode traditionnelle décrite ci-dessus, mais plutôt par des fonds de fiducie pour la formation (FFF). Certains syndicats et employeurs, surtout dans le secteur de la construction, ont créé des fonds de fiducie pour la formation à la suite de négociations collectives pour assurer de la formation par apprentissage, ou pour l'appuyer, et aussi pour permettre aux compagnons de se recycler et d'actualiser leurs connaissances. Le FFF est alors administré par un comité paritaire. Dans de rares cas, un FFF aura le droit exclusif d'offrir de la formation par apprentissage dans un métier donné. Dans d'autres, les FFF collaborent avec les collèges communautaires qui assurent habituellement la formation théorique des apprentis.

Recommandation 8

Les administrations publiques devraient certes continuer de financer l'apprentissage, mais le Groupe de travail s'oppose à ce qu'on utilise l'assurance-chômage à des fins autres que le soutien du revenu. Le financement de la formation en classe par les administrations publiques ne devrait provenir que des recettes générales.

Recommandation 9

Il faudrait désigner l'apprentissage et le recyclage des compagnons comme programme de formation distinct permanent et à long terme de la Planification de l'emploi et le doter de son propre budget.

Recommandation 10

Le gouvernement fédéral devrait négocier avec les provinces des accords nationaux de formation par apprentissage distincts et le Conseil canadien de l'apprentissage pourrait jouer un rôle consultatif dans les négociations.

Allocations de formation

Habituellement, l'employeur «licencie» officiellement les apprentis pour leur permettre de suivre la partie théorique de la formation offerte en classe. Même si les employeurs peuvent continuer de verser leur salaire habituel aux apprentis pendant qu'ils suivent des cours, cela ne se produit qu'exceptionnellement, et dans certains secteurs industriels en particulier. Le revenu d'appoint de l'apprenti consiste en grande partie en versements effectués en vertu de l'article 26 de la Loi sur l'assurance-chômage. La Planification de l'emploi (PE) peut assurer un revenu d'appoint aux personnes non admissibles aux prestations d'assurance-chômage. En vertu de la PE, on peut aussi accorder à tous les apprentis des allocations pour couvrir les autres coûts liés à la formation en établissement : frais de garderie, allocations de subsistance pour les apprentis des régions éloignées qui doivent aller suivre des cours à l'extérieur, et frais de déplacement connexes, notamment.

Bien que ce revenu soit modeste, à cause de la règle des 60 %, le véritable objet de litige tient au processus de paiement. Chaque période de formation en classe dure habituellement huit semaines. Toutefois, l'apprenti doit attendre au moins quatre ou cinq semaines après avoir présenté sa demande avant de toucher ses prestations d'assurance-chômage. Parfois, il ne les reçoit qu'une fois de retour chez son ancien employeur pour la prochaine étape de formation sur le tas. Cette situation cause à l'apprenti des difficultés inacceptables et inutiles. Les membres du Groupe de travail estiment de plus qu'une distinction claire s'impose, pour des raisons d'uniformité logique, entre le soutien du revenu accordé pour la formation par apprentissage et le maintien du revenu nécessaire pour des épisodes de chômage temporaire.

Recommandation 11

La Commission de l'emploi et de l'immigration du Canada devrait mettre en oeuvre des mécanismes administratifs distincts qui permettront de verser à temps aux apprentis le revenu d'appoint et les allocations auxquelles ils sont admissibles pendant leur formation en classe.

NORMES NATIONALES

C'est en 1959 qu'on a créé le Programme de normes interprovinciales (PNI) dans le but de promouvoir des normes nationales élevées de formation professionnelle, d'examen et d'accréditation. On reconnaît ce programme par le sceau rouge apposé au certificat des apprentis. Lorsqu'au moins six provinces conviennent qu'un métier donné devrait être assujetti à une norme «nationale», on effectue une analyse détaillée du métier et l'on élabore ensuite un examen du Sceau rouge. Comme le PNI favorise l'uniformité entre les provinces, il encourage la mobilité des ouvriers qualifiés. C'est pourquoi il importe non seulement de faire la promotion du programme pour y inclure un plus grand nombre de métiers, mais également d'encourager les provinces à participer davantage. À l'heure actuelle, environ 70 % de tous les apprentis au Canada suivent de la formation dans des métiers pour lesquels il existe des examens du Sceau rouge. Le nombre réel de sceaux rouges décernés est cependant beaucoup moins élevé que ce pourcentage ne semblerait l'indiquer. Le niveau de participation au programme et le nombre d'apprentis qui obtiennent un certificat du Sceau rouge varient selon la province et le métier. Dans certaines provinces, la promotion du programme du Sceau rouge est très limitée.

Le Groupe de travail reconnaît par ailleurs qu'il existe des métiers d'apprentissage spécifiques aux caractéristiques particulières de l'économie d'une province ou d'un territoire en particulier et qui ne seraient pas applicables à d'autres régions du Canada. Il va sans dire qu'il vaut la peine de conserver ces métiers et que le Groupe de travail a naturellement concentré ses efforts sur les métiers d'envergure nationale.

Comme on l'a mentionné précédemment, les provinces doivent tenir des dossiers administratifs sur l'apprentissage. Cependant, il y a peu d'uniformité dans les dossiers d'une administration à l'autre, et il est très difficile d'obtenir des données fiables et opportunes sur les tendances nationales de l'apprentissage.

Le programme du Sceau rouge est administré par le Conseil canadien des directeurs de l'apprentissage (qu'on appelait auparavant le Comité de coordination du Programme de normes interprovinciales). Comme son nom l'indique, ce conseil est formé des directeurs de l'apprentissage de chaque province et territoire et de deux représentants d'Emploi et Immigration Canada. Le programme demeure modeste, car son budget annuel de 845 000 $ seulement pour 1989-1990 doit assurer les analyses de professions, le soutien administratif et l'impression et la distribution des examens. Les gouvernements provinciaux appuient aussi le programme du Sceau rouge par l'intermédiaire de leurs directeurs de l'apprentissage et par leur travail de chef de file dans l'élaboration de nouveaux examens. Il existe à l'heure actuelle des normes interprovinciales dans 28 métiers désignés, mais si l'on veut étendre le programme à d'autres métiers, il faudra automatiser les systèmes d'information et de distribution des examens.

Un sous-comité d'examen est chargé des méthodes et procédures d'élaboration, de révision et d'administration des examens du Sceau rouge. Lorsqu'un examen est en voie d'élaboration ou de révision, les provinces intéressées au métier doivent l'accepter à l'unanimité. Les examens sont révisés tous les deux ou trois ans.

Il arrive parfois qu'un candidat ne se présente qu'à l'examen du Sceau rouge pour obtenir à la fois sa qualification dans la province et un sceau rouge sur son certificat. C'est particulièrement le cas dans les petites provinces et les territoires où les moyens d'élaboration et de tenue à jour d'examens distincts sont limités. La note de passage de tous les examens du Sceau rouge est de 70 %, tandis qu'une note plus faible de 60 à 65 % suffit pour obtenir l'accréditation provinciale seulement. La raison d'être de ce système à double note n'est pas claire. Selon le Groupe de travail, ce système inutile devrait disparaître.

Bien qu'il existe des écarts légitimes entre les règlements provinciaux, le système actuel comporte trop de contradictions qui nuisent à son efficacité. Le Sceau rouge doit être reconnu non seulement comme une norme nationale, mais également comme la seule norme commune d'accréditation.

Une fois que des normes nationales rigoureuses sont établies pour les examens des métiers, chaque province peut procéder à l'élaboration de programmes de formation normalisés appropriés. Les détails de l'élaboration des programmes d'apprentissage, de même que les comités responsables, peuvent différer légèrement d'une province à l'autre, mais le processus suivi est essentiellement le même. Des comités paritaires, ainsi que des représentants des gouvernements, sont chargés d'élaborer et de tenir à jour le contenu et les normes de formation. Ce sont des établissements d'enseignement provinciaux ou privés qui administrent la formation.

On distingue essentiellement trois niveaux de formation professionnelle. Il devrait y avoir un programme de base permettant d'acquérir une compétence reconnue dans un métier donné. Le fait qu'un ouvrier travaille seulement dans une province ou déménage ailleurs ne devrait changer en rien la norme de compétence requise pour cette profession. On ne devrait pas non plus accepter de normes inférieures. Pour combler les besoins créés par les écarts régionaux de réglementation, les provinces pourraient ajouter certains éléments au programme d'études. Il incomberait alors aux entreprises d'assurer toute formation supplémentaire requise pour leurs activités propres.

Recommandation 12

Le gouvernement fédéral devrait augmenter les budgets accordés au programme du Sceau rouge afin d'accroître les fonctions administratives d'analyse des professions, de tenue des dossiers, d'élaboration et de distribution des examens.

Recommandation 13

Le programme du Sceau rouge devrait être considéré comme la seule norme acceptable à l'égard des métiers pour lesquels des normes nationales ont été établies. Une seule note devrait correspondre à une compétence acceptable. La norme de compétence devrait être élaborée en consultation avec les comités consultatifs canadiens de la formation.

Recommandation 14

Le Conseil canadien de l'apprentissage devrait envisager la possibilité de recommander d'étendre le programme du Sceau rouge pour inclure tout métier qui fournit de l'emploi dans plus d'une province.

Recommandation 15

Pour chaque métier du Sceau rouge, un Comité consultatif canadien de la formation devrait conseiller le Conseil canadien de l'apprentissage et le Conseil canadien des directeurs de l'apprentissage sur toute question importante touchant la formation et l'accréditation pour ce métier.

Recommandation 16

Afin d'établir des normes nationales, il faut consacrer des fonds aux métiers du Sceau rouge. Vu la complexité du problème causé par certains métiers, une période de grâce s'impose. Un délai de trois ans serait raisonnable, mais on pourrait envisager de le prolonger dans les cas où l'on s'est vraiment engagé à procéder à une telle normalisation

PÉNURIES DE MAIN-D'OEUVRE SPÉCIALISÉE

Beaucoup de métiers connaissent à l'heure actuelle des pénuries évidentes de main-d'oeuvre spécialisée qui sont concentrées surtout dans les régions du pays où le taux de chômage est faible. La vigueur cyclique de l'économie depuis 1984 explique sans doute une bonne partie de ces pénuries. On peut s'attendre à ce que le ralentissement de la croissance économique prévu pour cette année et 1990 réduise l'ampleur des pénuries, en particulier dans les métiers de la construction. Certaines pénuries de main-d'oeuvre spécialisée semblent toutefois de nature structurelle et pourraient bien persister même après le ralentissement de la croissance économique.

Les pressions démographiques que connaît le Canada viennent compliquer le problème. Jusqu'à tout récemment, la génération de l'explosion démographique née entre 1947 et 1966 assurait au marché du travail du Canada une réserve régulière de jeunes travailleurs. Le ralentissement de la croissance de la population qui se fait sentir depuis la fin des années 1960 signifie toutefois que la génération actuelle de jeunes travailleurs qui arrivent sur le marché du travail représente un bassin de main-d'oeuvre beaucoup plus limité que celui de la génération de l'explosion démographique. Si l'on suppose que le taux d'activité des jeunes demeure à son niveau actuel de 70 %, le bassin potentiel de jeunes que l'on pourrait attirer dans les programmes d'apprentissage diminuera de 140 000 personnes au cours des années 1990. La majeure partie de la baisse se fera sentir chez les 20 à 24 ans. Cette tendance démographique pourrait provoquer de graves problèmes d'offre de main-d'oeuvre qui accentueront les problèmes actuels de pénurie de main-d'oeuvre spécialisée. Une façon importante de régler le problème consiste, pour l'industrie, à recruter activement davantage de femmes et de membres d'autres groupes désignés comme les autochtones et les personnes handicapées qui, à l'heure actuelle, participent très peu aux programmes d'apprentissage. Le Groupe de travail note qu'il existe d'excellents exemples de programmes spéciaux et de projets-pilotes mis en oeuvre par certains employeurs et syndicats dans le but d'intégrer ces gens dans les programmes d'apprentissage.

Les pénuries de main-d'oeuvre spécialisée viennent de l'incapacité de l'offre de main-d'oeuvre de satisfaire à la demande. Il en résulte un manque à produire pour les employeurs et un manque de débouchés pour les travailleurs. La solution à long terme au problème des pénuries de main-d'oeuvre spécialisée consiste bien sûr à déterminer où les pénuries se font sentir actuellement, où elles séviront à l'avenir, et à assurer la formation d'un nombre approprié de travailleurs pour combler ces postes. Toutefois, l'absence d'enquête sur les postes vacants actuels et les lacunes de la méthodologie des projections sur les professions, en particulier du côté de l'offre, nous empêchent de procéder à ce genre de planification des ressources humaines.

Les mesures permettant de pallier les pénuries de main-d'oeuvre spécialisée consistent notamment à augmenter le nombre d'heures supplémentaires, à attirer des travailleurs qualifiés d'autres régions, à recruter des membres de groupes non traditionnels comme les femmes et ceux d'autres groupes désignés pour accroître le bassin de recrutement, et enfin à recourir à l'immigration. Les politiques qui favorisent la mobilité interprovinciale et accroissent l'offre globale d'apprentis et de compagnons contribuent également à prévenir les pénuries de main-d'oeuvre spécialisée. Il est aussi reconnu que les cycles de prospérité et de marasme économiques, auxquels l'industrie de la construction en particulier est très vulnérable, ont été à l'origine de pénuries de main-d'oeuvre spécialisée dans le passé. Les administrations publiques et l'industrie privée doivent être plus prudentes dans leur planification afin de stabiliser ce genre d'activité économique. Finalement, il convient de signaler que les pénuries de main-d'oeuvre spécialisée peuvent se produire non seulement parce que l'offre de travailleurs ne répond pas à la demande, mais également parce que la

main-d'oeuvre existante n'a pas les compétences nécessaires.

Recommandation 17

Les Comités consultatifs canadiens de la formation (CCCF) devraient fournir les renseignements nécessaires au dépistage des pénuries critiques de main-d'oeuvre spécialisée dans leur profession respective.

Recommandation 18

Le Conseil canadien de l'apprentissage (CCA) recevrait les recommandations des CCCF et planifierait une stratégie nationale de perfectionnement des ressources humaines afin de prévenir les pénuries de main-d'oeuvre spécialisée.

Recommandation 19

Dans le cadre d'un partenariat avec les milieux d'affaires et les syndicats, les administrations publiques devraient lancer une campagne nationale d'information à l'intention des parents et des étudiants en particulier, et du grand public en général, afin de décrire un large éventail de métiers d'apprentissage où travaillent des hommes et des femmes.

TAUX D'ABANDON DANS LES MÉTIERS D'APPRENTISSAGE

Il est inquiétant de constater que beaucoup d'apprentis se retirent des programmes de formation avant d'avoir terminé leur apprentissage. Les données qui permettraient de comprendre les tendances de la formation par apprentissage n'ont pas toujours été fiables ou uniformes d'une administration à l'autre, ni toujours disponibles à temps. De plus, nous ne disposons pas de points de référence appropriés à l'échelle internationale. Les données administratives fournies à Statistique Canada par les provinces indiquent qu'en moyenne 13 % environ des inscrits quittent leur programme d'apprentissage au cours d'une année donnée. Cependant, le rapport entre le nombre de retraits et le nombre de programmes terminés est d'environ 1:1,3 et le taux officiel d'abandon, c'est-à-dire le rapport entre les retraits et les nouvelles inscriptions, est de 33 %. C'est ce rapport que certains considèrent comme malsain. Pendant la récession de 1981-1982, le nombre d'apprentis qui ont abandonné leur programme de formation a été supérieur au nombre d'apprentis qui l'ont terminé, comme on pouvait s'y attendre, ce qui a eu par le fait même des répercussions à long terme sur les pénuries de main-d'oeuvre spécialisée.

Des taux d'abandon moindres permettraient d'accroître le nombre d'apprentis terminant leur formation et, partant, l'offre de gens de métier qualifiés. Les taux d'abandon élevés coûtent cher à l'industrie en général, mais il importe toutefois de noter que de nombreux apprentis qui ne terminent jamais leur programme exercent quand même un travail lié au métier en cause et tirent ainsi parti de la formation reçue. L'investissement en formation n'est donc pas entièrement perdu.

Les retraits des programmes d'apprentissage sont attribuables à un certain nombre de facteurs. Les niveaux de revenu en sont un. Les apprentis touchent une rémunération qui, dans beaucoup de cas, est très inférieure au salaire des compagnons. Dans nombre de cas, d'autres emplois offrent aux apprentis de meilleures possibilités de rémunération à court terme. De plus, leur revenu diminue encore pendant qu'ils sont à l'école et touchent des prestations d'assurance-chômage. Les retards administratifs, décrits en détail plus tôt, aggravent encore davantage la situation financière des apprentis. Le Groupe de travail note que lorsque l'employeur continue de payer l'apprenti, le taux de retrait des programmes d'apprentissage est beaucoup moins élevé. De plus, les ralentissements cycliques qui obligent les employeurs à annuler leur contrat avec les apprentis ont été dans le passé une cause majeure de retraits. Sans contrat, les apprentis ne sont plus admissibles à la formation en établissement et sont par conséquent obligés d'abandonner le programme d'apprentissage. La formation par apprentissage représente un engagement à long terme de la part des employeurs et des apprentis et le découragement des apprentis face aux nombreuses années de formation sur le tas imposées par le programme pour pouvoir se présenter à l'examen d'accréditation est très souvent une cause d'abandon.

Enfin, même s'il ne s'agit pas là d'une raison d'abandon, la difficulté de trouver un employeur qui acceptera de signer un contrat d'apprentissage est une raison importante pour laquelle on ne se lance pas dans un programme d'apprentissage au départ. À cet égard, les comités paritaires, que l'on retrouve surtout dans l'industrie de la construction, se sont révélés une autre façon d'entreprendre un contrat d'apprentissage et d'offrir à l'apprenti une variété d'expériences de formation sur le tas.

Le coût des outils est une autre désincitation importante à l'apprentissage. Dans certains métiers, les outils peuvent coûter jusqu'à 15 000 $ et il faut investir des sommes considérables uniquement pour entreprendre une programme de formation. La Loi de l'impôt sur le revenu permet à un employé de déduire certaines dépenses qu'il doit engager comme conditions d'emploi. Les musiciens, par exemple, peuvent déduire le coût de leurs instruments et les travailleurs forestiers peuvent déduire

le coût de leur équipement. Ce n'est toutefois pas le cas des apprentis visés par le Rapport. Il faudrait tenir compte de la désincitation que ces coûts d'outillage représentent pour ceux qui envisagent d'entreprendre un programme d'apprentissage.

Recommandation 20

Dans le but de réduire les taux d'abandon des programmes d'apprentissage, la Commission de l'emploi et de l'immigration du Canada devrait mettre en oeuvre des mécanismes administratifs distincts qui permettront aux apprentis de toucher à temps un revenu d'appoint et d'autres allocations auxquelles ils sont admissibles pendant leur formation en classe.

Recommandation 21

Chaque Comité consultatif canadien de la formation devrait avoir la responsabilité de décider s'il convient d'apporter des modifications aux modèles de formation qui s'appliquent à sa profession particulière.

Recommandation 22

Il faudrait établir des comités paritaires locaux de l'apprentissage qui auraient pour mandat non seulement de s'assurer que les apprentis soient moins vulnérables aux ralentissements cycliques, mais également de leur fournir une variété d'expériences de formation sur le tas.

Recommandation 23

La Loi de l'impôt sur le revenu devrait permettre aux apprentis et aux compagnons de déduire le coût de leurs outils de leur revenu d'emploi si leur emploi les oblige à posséder les outils en question.

FAIBLES TAUX DE PARTICIPATION DES FEMMES ET D'AUTRES GROUPES DÉSIGNÉS

Comme les femmes constituent un pourcentage tellement important de la population active canadienne, ce chapitre du rapport porte principalement sur leur participation insuffisante aux programmes d'apprentissage. Il existe toutefois d'autres groupes de Canadiens qui, eux aussi, n'ont pas participé suffisamment aux programmes d'apprentissage, notamment les autochtones, les membres des minorités visibles et les handicapés physiques. Pour simplifier la rédaction du texte, nous avons parlé de groupe désigné pour traiter des personnes en question. Le Groupe de travail reconnaît toutefois que chacun a des besoins particuliers et des obstacles spéciaux à surmonter pour pouvoir participer davantage aux programmes d'apprentissage.

Même si leur nombre est à la hausse, les femmes ne représentent actuellement que 4 % des apprentis au Canada, alors qu'elles constituent 44 % de la population active et 23 % de tous les participants aux programmes de la Planification de l'emploi (PE). Parmi les apprenties, 65 % reçoivent une formation dans les métiers traditionnels que sont la coiffure et la cuisine.

Les obstacles à une participation accrue des femmes aux programmes d'apprentissage sont complexes et de nature systémique. Une partie du problème réside dans l'éducation traditionnelle des jeunes filles, qui se modèlent sur les attentes de leurs parents. Ce modèle de comportement est renforcé encore plus par les tendances de l'apprentissage dans nos établissements d'enseignement, où les étudiantes tendent à éviter les cours de sciences et de mathématiques qui mènent à une formation liée aux métiers et à la technologie.

Le manque de compétences de base qui empêche d'autres groupes, par exemple les autochtones, de suivre une formation par apprentissage est peut-être moins difficile à vaincre. Ce problème majeur mérite attention. Au Manitoba, par exemple, les autochtones pourraient représenter jusqu'à 21 % des nouveaux actifs de la province au cours des 15 prochaines années. À l'heure actuelle, toutefois, la moitié seulement des autochtones de la province ont terminé leur cours secondaire.

Les obstacles auxquels sont confrontées les personnes handicapées sont à la fois particuliers à l'individu et systémiques à la société. La PE offre une subvention d'investissement pouvant atteindre 10 000 $ à tout employeur désireux de modifier son lieu de travail pour y accueillir une personne handicapée. La formation des personnes handicapées n'est toutefois pas une stratégie en soi. Il faut d'abord satisfaire aux critères PE qui régissent chaque programme. Dans le cas de l'apprentissage, très peu de personnes handicapées se considèrent comme des candidats aux programmes ou sont considérées comme telles par les employeurs.

Certains candidats à l'apprentissage sont confrontés à des obstacles externes énormes. Les femmes, les autochtones, les membres des minorités visibles et les personnes handicapées ont toujours fait face à une discrimination généralisée en matière de recrutement dans le domaine des métiers et de la technologie. Puisque le contrat d'apprentissage est la condition d'entrée en formation par apprentissage, il s'agit là d'un obstacle difficile à surmonter. L'isolement et, dans certains cas, le racisme, le genre et le harcèlement sexuel en milieu de travail constituent de plus des obstacles intimidants pour beaucoup. Les attitudes évoluent lentement, mais il devient de plus en plus important, pour des raisons tant d'efficience que d'équité, que les attitudes des employeurs et des collègues de travail changent.

Il est clair que l'introduction de cours permettant d'initier les femmes aux métiers et à la technologie et de perfectionner les compétences de base d'autres groupes qui en auraient besoin constitue une importante façon de surmonter les obstacles. Il faut manifestement faire plus, mais beaucoup de ces

cours ont connu beaucoup de succès dans le passé. Il faudrait les appuyer et en faire la promotion.

Ces dernières années, on a élaboré un peu partout au pays des cours destinés à initier les femmes aux compétences liées aux métiers et à la technologie afin qu'elles perçoivent les emplois dans ces domaines comme des options viables pouvant remplacer les professions féminines plus traditionnelles. Certains de ces cours offrent une initiation générale à l'emploi, à la communication et à la planification intégrale de carrière, tandis que d'autres sont beaucoup plus axés sur les métiers et initient les participantes à la formation technique, aux aptitudes à l'utilisation des outils et à l'expérience de travail pratique en milieu industriel. Ces cours de préapprentissage (qu'on appelle souvent IFMT - Initiation de la femme aux métiers et à la technologie) étaient auparavant financés par Emploi et Immigration, mais ce financement a diminué considérablement depuis la mise en oeuvre de la PE.

Une récente enquête menée auprès des participantes à l'IFMT démontre que ce programme améliore l'employabilité des femmes en général et dans les métiers et les emplois techniques en particulier. Le nombre de femmes sans travail, assistées sociales ou inactives a diminué considérablement après qu'elles eurent suivi les cours de l'IFMT. Parmi les femmes qui avaient un emploi à plein temps ou à temps partiel, 44 % travaillaient dans des domaines liés aux métiers et à la technologie. Même si ce taux de réussite est encourageant, il convient de noter que 74 % des participantes aux cours de l'IFMT ont poursuivi leur formation dans les domaines des métiers et de la technologie, notamment par apprentissage, afin d'acquérir les compétences nécessaires pour travailler dans le domaine qui les intéresse. Malheureusement, beaucoup n'ont pu trouver d'emploi dans leur spécialité.

Le Groupe de travail reconnaît que l'absence de services de garderie de qualité, accessibles et abordables au Canada constitue un autre problème important pour les femmes désireuses d'entreprendre un programme d'apprentissage. En 1988, il fallait environ 2 millions de places de garderie, mais le réseau officiel ne pouvait en offrir que 10 % seulement. Les 90 % restants ont été fournis par des parents, des amis, des garderies non autorisées. Dans certains cas, les enfants ont tout simplement été laissés à eux-mêmes. En plus de la disponibilité, le coût représente un problème pressant. Ces questions affectent tous les parents qui travaillent au Canada. Dans le cas des apprentis, toutefois, le problème est aggravé par la réduction de leur capacité de gain pendant la formation. Le Groupe de travail reconnaît que si l'on ne s'attaque pas à ce problème fondamental, tous les efforts visant à accroître le nombre de femmes dans les programmes d'apprentissage ne connaîtront pas le succès espéré.

Le gouvernement a toujours lié son intervention dans tout secteur de formation de la main-d'oeuvre à une raison d'être fondée en partie sur des considérations d'équité. Les femmes ne sont pas le seul groupe désigné souffrant d'une importante sous-représentation dans les programmes de formation par apprentissage. Les autochtones, qui représentent une part importante de la population active des Prairies, ne participent pas suffisamment à ces programmes.

Recommandation 24

Il est important de subventionner le recyclage de base et les cours d'initiation des groupes désignés aux professions liées à la technologie et aux métiers. Ces cours d'initiation devraient porter notamment sur l'autonomie fonctionnelle, la planification d'une carrière, la formation pratique et l'expérience de travail. Un conseil consultatif au niveau local devrait comprendre des représentants des employeurs, des syndicats, des éducateurs qui connaissent le métier et des organisations de femmes.

Recommandation 25

Le gouvernement fédéral devrait modifier les critères d'admissibilité aux programmes de la Planification de l'emploi afin d'assurer à toutes les femmes intéressées l'accessibilité aux cours de transition et d'initiation et le financement de ceux-ci.

Recommandation 26

Les administrations publiques devraient appuyer davantage les mesures volontaires destinées à accroître la participation des groupes désignés.

Recommandation 27

Il faudrait mettre au point de la formation qui pourrait servir à préparer les employeurs et les collègues éventuels à travailler avec des femmes et des représentants d'autres groupes désignés dans les métiers et la technologie, à leur accorder leur appui et à encourager ainsi l'évolution des attitudes.

MOBILITÉ

Dans un pays à la géographie et à l'économie aussi diversifiées que le Canada, la mobilité de la population active est indispensable et pose un problème constant. La mobilité est une façon de faire face aux pénuries de main-d'oeuvre spécialisée et toute discussion de la question générale de la normalisation est intimement liée à la mobilité.

Il est évident que les obstacles à la mobilité de la population active nuisent aux déménagements temporaires et permanents. Les ouvriers des métiers de la construction doivent être mobiles, du moins à l'intérieur d'un périmètre raisonnable, s'ils veulent être employés de façon continue sur des chantiers de construction, tout comme les ouvriers industriels qui travaillent sur les chantiers. Bien que la plupart des activités économiques se déroulent dans un emplacement géographique fixe pendant une période prolongée, l'activité de construction est temporaire et se déplace entre différents chantiers. Bien souvent, les frais de la réinstallation temporaire à l'extérieur de la résidence permanente empêchent un ouvrier d'accepter un emploi. Comme l'industrie de la construction est incapable de recruter suffisamment de travailleurs, cela signifie par ailleurs que les employeurs doivent adopter des mesures spéciales qui entraînent non seulement une escalade des coûts, mais aussi des retards inévitables dans l'achèvement des travaux.

Il existe aussi un certain nombre d'obstacles à la mobilité interprovinciale des apprentis et des compagnons : le lourd fardeau économique et psychologique que représente la réinstallation en est un. Dans le cas d'une réinstallation permanente, il y a aussi des frais de déménagement, la perte de la possibilité d'accession à la propriété pour les ouvriers qui déménagent dans des régions où les maisons coûtent plus cher, de même que le sentiment de diminution de la qualité de vie chez les ouvriers qui quittent des réseaux sociaux bien organisés. Les règlements qui obligent à recruter des ouvriers locaux d'abord sont un autre obstacle important. Dans beaucoup de régions du pays, les employeurs de l'industrie de la construction doivent d'abord s'assurer qu'aucun ouvrier de la construction de la province n'est disponible avant d'embaucher des ouvriers de l'extérieur.

Les tendances démographiques aggraveront ces problèmes. Le vieillissement de la plupart des métiers spécialisés signifie que la mobilité actuelle sera difficile à maintenir. Les travailleurs âgés sont beaucoup moins disposés que les travailleurs plus jeunes à déménager pour occuper un emploi temporaire.

Les apprentis font face à d'autres obstacles à la mobilité. Le manque d'uniformité des programmes d'études offerts dans les établissements de formation provinciaux et l'absence de normalisation du nombre d'heures obligatoires constituent des obstacles sérieux.

À l'exception de certaines dispositions relativement mineures de la Planification de l'emploi qui visent à promouvoir la mobilité, les administrations publiques contribuent aux coûts de la mobilité par le biais du régime fiscal sous forme de déductions accordées aux fins de l'impôt sur le revenu des particuliers ou des sociétés. Les travailleurs de la construction qui quittent leur résidence permanente pour trouver un emploi temporaire auprès d'un nouvel employeur ailleurs ne peuvent déduire les frais de déplacement, de logement et de subsistance qu'ils doivent obligatoirement assumer dans le cadre normal de leur travail dans ce secteur. Ils le pourraient toutefois s'ils étaient travailleurs indépendants, ou si un employeur en particulier les obligeait régulièrement à travailler temporairement loin de chez eux, comme c'est souvent le cas des ouvriers de l'industrie qui travaillent sur divers chantiers. L'inégalité du traitement des travailleurs de la construction découle du fait que ceux-ci sont attachés en permanence et régulièrement à l'industrie dans son ensemble, et non à un employeur en particulier.

Recommandation 28

Il faudrait instaurer, dans les établissements de formation provinciaux, des programmes et des heures obligatoires normalisés pour les professions qui sont ou devraient être assujetties à des normes nationales afin que les apprentis puissent poursuivre sans pénalité leur programme dans plus d'une province.

Recommandation 29

Les administrations publiques devraient éviter d'établir des règlements qui nuisent à la mobilité des travailleurs qualifiés au Canada et devraient intervenir immédiatement pour réduire au minimum absolu la réglementation en vigueur.

Recommandation 30

Il faudrait accroître les incitations financières, notamment l'aide à la mobilité et le soutien fiscal, pour la réinstallation temporaire des ouvriers. Lorsqu'il n'y a pas de travailleurs qualifiés disponibles au niveau local, le gouvernement et les employeurs devraient partager avec l'ouvrier les frais de réinstallation temporaire.

ANNEXE 1 - Satistiques d'apprentissage

Noms de métiers provinciaux

NUMÉRO DU MÉTIER	NOM DU MÉTIER	PROVINCES
01	Mécanicien de machine marine à refroidissement à l'air (mécanicien de machine marine)	ONT
02	Mécanicien de machine marine à refroidissement à l'air (mécanicien de petites machines et d'équipment motorisée)	ONT
03	Mécanicien d'aéronefs	NWT/CB/MAN
04	Dépanneur d'appareils électro-ménagers	ALTA/CB/NB/TNO
05	Aide-cuisinier	ONT
06	Machiniste d'équipement automatique	ONT
07	Vitrier (automobiles)	CB
08	Fabrication et réparation de radiateurs d'automobiles	CB
09	Préposé au masquage	CB
10	Boulanger	ALTA/TNO/ONT/YUK/CB
11	Barbier	ONT/MAN/YUK/ALTA/TNO/NB/CB/SASK
12	Préposé au banc (industrie-manufacture du bois)	CB
13	Boutefeu	NB
14	Charpentier de bateaux	CB
15	Chaudronnier	ALTA/MAN/TN/NE/IPE/SASK/PQ/CB/ ONT/NB
16	Chaudronnier navires	NB
17	Chaudronnier (atelier)	CB
18	Reliure	CB
19	Briqueteur-maçon	ONT/MAN/IPE/ALTA/SASK/PQ/CB/NE/ TN/NB
20	Ebéniste	IPE/TNO/YUK/ALTA/NB/CB
21	Monteur de câbles	CB
22	Réparateur de wagons	CB

23	Charpentier	SASK/TN/ALTA/MAN/TNO/IPE/PQ/CB/NE/YUK/NB/ONT
24	Finisseur de béton	ALTA/SASK/PQ/ONT/CB
25	Affûteur de scies	CB/ALTA
26	Poseurs de revêtement extérieur	CB
27	Monteur de câbles (construction)	YUK
28	Dépanneur d'installation de central téléphonique	YUK
29	Monteur de matériel de télécommunications	ALTA/TNO
30	Monteurs de réparateurs de matériel de communication	YUK
31	Electricien (construction)	MAN/YUK/NB/TN/NE/CB/ALTA/SASK/IPE/TNO/PQ/ONT
32	Mécanicien de chantier (construction)	ONT/NB
33	Cuisinier	ALTA/ONT/IPE/MAN/YUK/TNO/SASK/NB/CB/NE/TN
34	Conducteur de grue	MAN/CB/SASK/ALTA/TN/PQ
35	Mécanicien-dentiste	CB
36	Technicien-dentiste	CB
37	Mécanicien de moteurs diesels	CB
38	Réparateur de moteurs diesels à injection	CB
39	Régulateur à la consommation	NB
40	Dessinateur (architecture)	IPE/NB
41	Dessinateur	NB/CB
42	Nettoyeur à sec	ONT
43	Finisseur de panneaux muraux secs	CB
44	Poseur de panneaux muraux secs	SASK/MAN/CB
45	Electricien en mécanique (entreprise d'électricité)	NB
46	Installateur de câblage/ construction résidentielle	ONT
47	Ajusteur-monteur de génératrices	MAN/NB/ALTA/YUK/CB
48	Installateur d'antennes	CB
49	Technicien en électronique - Produits du consommateur	CB/NB/IPE/ALTA/TNO/SASK/ONT/YUK
50	Technicien en électronique (métiers)	CB
51	Constructeur d'ascenseurs	ALTA
52	Mécanicien d'ascenseurs	CB/PQ

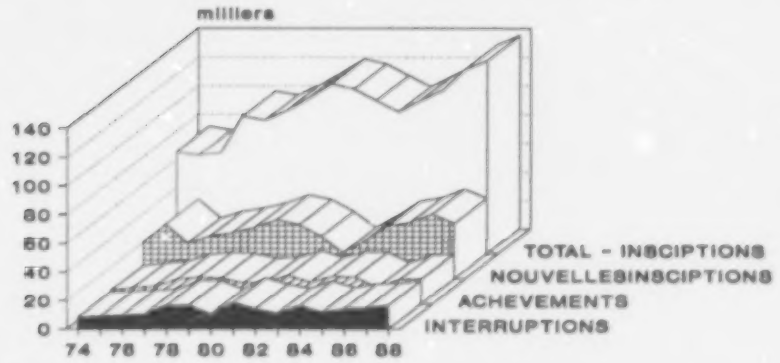
53	Embaumeur	CB
54	Assistant en génie mécanique	NB
55	Mécanicien de machines agricoles	SASK/ALTA/IPE/ONT/CB
56	Pompier	NB
57	Charpentier en acier de construction	ONT
58	Poseur de sols résilients	CB/ALTA/TNO/PQ
59	Monteur d'installation au gaz	ALTA/TNO/YUK
60	Monteur d'installation au gaz (domestique et commercial)	CB
61	Monteur d'installation au gaz (industriel)	CB
62	Vitrier	ALTA/YUK/SASK/MAN/TNO/ONT/CB
63	Coiffeur	ALTA/TN/SASK/ONT/YUK/TNO/CB
64	Coiffeur	ONT
65	Mécanicien d'équipement lourd	MAN/ONT/IPE/SASK/TNO/ALTA/CB/ TN/NE/YUK/PQ/NB
66	Conducteur d'équipement lourd	PQ/TN/TNO/ALTA
67	Conducteur de grue sur camion	ONT
68	Conducteur de grue automotrice	ONT
69	Préposé à l'entretien des bâtiments	TNO
70	Mécanicien de moteurs hors-bord	CB
71	Electricien industriel	IPE/TN/NE/MAN/YUK/ONT/NB
72	Mécanicien d'instrument industriels	CB/TN/NE/SASK/MAN/YUK/IPE/TNO/ NB/ALTA
73	Mécanicien industriel - de chantier	YUK/NB/MAN/TN/NE/IPE/ONT/SASK/ TNO/ALTA/CB/PQ
74	Préposé à l'entreposage (industriel)	CB/TNO
75	Poseur de matériaux isolants	CB/NB/ALTA/SASK/PQ
76	Monteur de charpentes en acier (construction)	CB/ALTA/ONT/PQ
77	Bijoutier	CB
78	Régleur-conducteur de machine à bois	TN/NB
79	Boulanger junior	ONT
80	Jardinier-Paysagiste	ONT/ALTA/MAN
81	Poseur de lattes	PQ/YUK/MAN/ONT/ALTA
82	Monteur de lignes	CB/YUK/NE/IPE/TN/NB/TNO/PQ/CB
83	Monteur (construction)	TN/NB/ONT

84	Machiniste	ONT/ALTA/MAN/TN/YUK/NE/CB/IPE/ SASK/TNO/NB
85	Electricien naval	NB
86	Mécanicien de moteur de bateaux	NB/IPE/CB
87	Ingénieur en génie maritime	TNO/CB
88	Mécanicien-monteur de machines (navires)	NE
89	Préposé aux coupes de viandes	CB
90	Soudeur-monteur	NE
91	Electricien d'entretien - mine	NE
92	Mécanicien de machines de mine	NE
93	Mineur	MAN/TN
94	Mouleur et patronnier	MAN
95	Mouleur	ONT
96	Réparateur de motocyclettes	ONT/IPE/ALTA
97	Débosseleur-peintre	ALTA/ONT/TN/CB/YUK/TNO/MAN/IPE/ SASK/NB/NE
98	Carrosserie de véhicules automobiles (débosseleur)	NB
99	Peintre (automobiles)	ONT/CB/MAN/NB
100	Motoriste-metteur au point (automobiles)	CB/ONT/IPE/NB
101	Usineur de pièces de moteurs d'automobiles	CB/ONT
102	Mécanicien d'automobiles	CB/ALTA/MAN/TNO/YUK/ONT/IPE/ SASK/NB/NE/TN
103	Commis-vendeur de pièces	TNO/CB/ALTA/YUK
104	Ajusteur-régleur d'avant-train et de freins d'automobiles	ONT/CB/CB
105	Mécanicien de boîtes de vitesse (automobiles)	CB/NB/IPE/ONT
106	Mécanicien de machines de bureau	CB
107	Mécanicien de brûleurs à mazout - (résidentiel)	TN/YUK/IPE/TNO/NB/CB/NE
108	Poseur de pièces décoratives	PQ
109	Peintre et décorateur	PQ/ALTA/MAN/TNO/IPE/YUK/SASK/ ONT/NB/CB/TN/NE
110	Peintre et bâtiments	ONT
111	Peintre industriel	ONT

112	Commis-vendeur de pièces (moteurs et équipement industriel)	CB
113	Modeleur-mécanicien de fonderie	CB
114	Aide-ouvrier aux jumelles de la sonnette	CB
115	Ouvrier d'entretien de pipe-lines	CB
116	Plâtrier	ALTA/MAN/ONT/SASK/PQ/CB
117	Fabrication de plastique et caoutchouc	CB
118	Plombier	ALTA/MAN/TNO/YUK/ONT/IPE/SASK/NB/PQ/NE/TN
119	Monteur-réparateur de lignes électriques et de force	MAN/ONT/ALTA
120	Opérateur de pelles mécanique	PQ
121	Electricien de réseau	ALTA
122	Mécanicien de machines fixes	TN/NB
123	Technicien en botanique	CB
124	Ouvrier en imprimerie et en art graphique	CB/TNO/ALTA
125	Imprimeur - typographe	CB/ONT
126	Imprimeur - typographe et technicien de caméras	CB/ONT
127	Imprimeur - typographe-composition de photo	CB/ONT
128	Imprimeur - compositeur (travail en atelier)	ONT
129	Imprimeur - linothypiste	ONT
130	Imprimeur - lithographe (travail en atelier)	ONT
131	Imprimeur - conducteur de presse offset (atelier)	CB/ONT
132	Imprimeur - conducteur de presse d'imprimerie	CB/ONT
133	Mécanicien de machines de production	NB
134	Façonneur de porte-plaquettes en quartz	NB
135	Mécanicien de véhicules récréatifs	ALTA
136	Mécanicien de réfrigération et d'air climatisé	PQ/CB/NE/TN
137	Erecteur/Ferrailleur	PQ
138	Maçon en restoration	NE
139	Couvreur	ALTA/SASK/MAN/TN/NB/PQ/CB
140	Réparateur de scies	CB
141	Secrétaire	IPE

142	Installateur de système d'alarme de sécurité	CB
143	Pompiste de station-service	NB
144	Mécanicien de station-service	NE/IPE
145	Ferblantier	NE/NB/CB/MAN/ONT/SASK/TN/IPE/YUK/ALTA/TNO/PQ
146	Charpentier de navire	CB
147	Formeur de tôles d'acier (navires)	TN/NB
148	Réparateur de petits moteurs	CB/TN/IPE/TNO/NB
149	Poseur de gicleurs	PQ/ONT/NE/MAN/CB/TN/IPE/SASK/ALTA/NB
150	Jalonneur-arpenteur	NB
151	Mécanicien de machines fixes	TNO/CB/NE/NB/PQ
152	Mécanicien de machines fixes (2e classe)	NB
153	Mécanicien de machines fixes (3e classe)	NB
154	Mécanicien de machines fixes (4e classe)	NB
155	Monteur d'appareils à chauffage	PQ/MAN/ONT/ALTA/IPE/YUK/SASK/TNO/NB/CB/NE
156	Fabrication de l'acier	CB/MAN/ALTA/NB
157	Technicien - arpenteur (cartographie)	NB
158	Technicien - arpenteur (instruments)	NB
159	Technologiste - arpenteur	NB
160	Opérateur de tableau de centrale électrique	NB
161	Télécommunications	CB
162	Carreleur	ALTA/SASK/PQ/CB
163	Tourneur	MAN/ONT/ALTA/CB
164	Mécanicien d'installation de réfrigération (transport)	ALTA
165	Mécanicien de camions et transport	CB/IPE/NB/NE/SASK
166	Réparateur de remorques de camions	ONT/NB
167	Horloger réparateur	CB/ONT
168	Puisatier à la foreuse	ALTA/CB/NB
169	Soudeur	MAN/ALTA/TNO/YUK/IPE/SASK/CB/TN/NE/NB
170	Ebéniste en industrie	ONT

Tendances de la formation par apprentissage au Canada, 1974-86



Graphique du CCMTP basé sur des données de statistique Canada

Principaux métiers d'apprentissage au Canada, 1986

	Inscription à l'apprentissage (début d'année)	Part de tous les apprentis
Menuiserie	13 510	13,6
Mécanique automobile	12 279	12,3
Électricité du bâtiment	11 181	11,2
Tuyauterie	5 645	5,7
Plomberie	4 479	4,5
Électricité industrielle	4 427	4,4
Carrosserie automobile	3 521	3,5
Coiffure	3 512	3,5
Tôlerie	3 406	3,4
Cuisine	3 148	3,2
Total	**65 108**	**65,3**

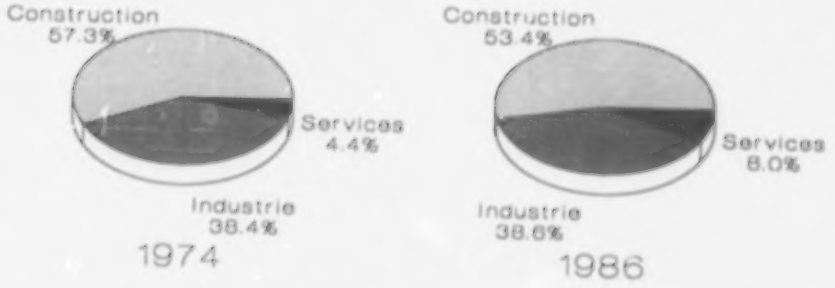
Source : Statistique Canada

Niveaux de l'apprentissage dans certains pays choisis, 1987

Pays	Nombre total d'apprentis	Pourcentage de l'emploi civil
Autriche	245 000	7,4
Allemagne	1 800 000	7,1
Royaume-Uni	314 000	1,4
Canada	**128 782**	**1,1**
France	220 000	1,0
États-Unis	340 000	0,3

Source : Données tirées de Statistiques trimestrielles de la population active de l'OCDE, no 4, 1988.

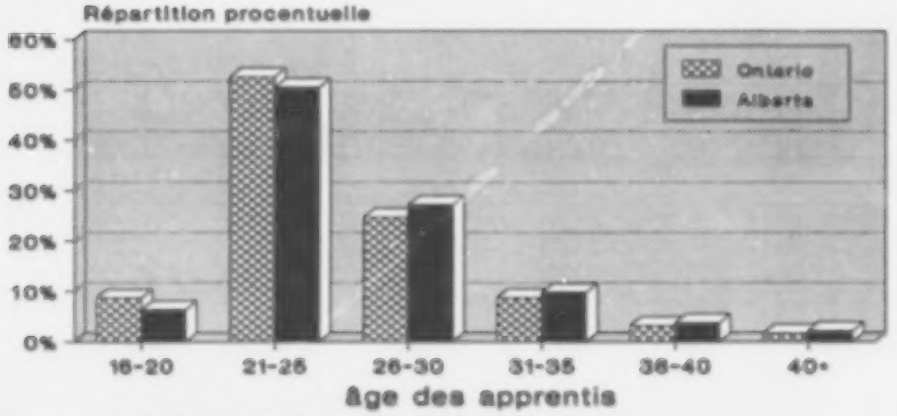
Apprentissage - composition par secteur



Graphique du CCMTP basé sur des données de Statistique Canada

La part du nombre total d'apprentis que l'on retrouve dans les secteurs de la construction, de l'industrie et des services respectivement a très peu changé au Canada depuis 1974. Comme on pourrait s'y attendre vu l'augmentation de l'emploi dans le secteur des services, la part des apprentis de ce secteur dans les métiers comme la coiffure pour hommes, la coiffure pour dames et la cuisine, a doublé pour passer de 4,4 % en 1974 à 8,0 % en 1986, même si leur nombre absolu demeure faible. Ce gain a été compensé par une perte chez les apprentis du secteur de la construction dont la part a diminué légèrement.

Répartition selon l'âge des apprentis déjà inscrits au début de l'année Ontario et Alberta, 1985



Graphique du CCMTP basé sur des données d'EIC

PROFIL DES APPRENTIS SELON L'ÂGE

L'apprenti moyen en Ontario et en Alberta a environ 26 ans.

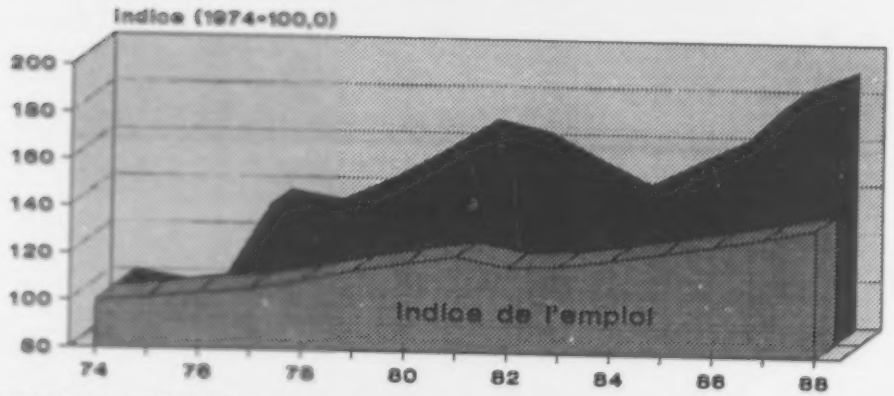
Ce chiffre est basé sur une analyse préliminaire des données de 1985 tirées d'un sondage effectué auprès des administrateurs de l'apprentissage des provinces. Les données ont été recueillies par Statistique Canada pour le compte d'Emploi et Immigration Canada.

D'après ces données, la moitié des apprentis ont de 21 à 25 ans et le quart, de 26 à 30 ans. Environ 10 % ont moins de 21 ans, alors qu'environ 74 % ont plus de 30 ans.

Ces données indiquent que la structure selon l'âge des apprentis est beaucoup plus vieille au Canada que dans la plupart des autres pays de l'OCDE où les jeunes entreprennent un apprentissage pendant qu'ils sont encore à l'école secondaire ou peu après avoir obtenu leur diplôme d'études secondaires.

D'après une étude de l'OCDE, dans la plupart des pays, l'apprentissage commence à 15-16 ans et se termine avant la vingtaine. Les jeunes de plus de 20 ans qui entreprennent un programme d'apprentissage sont rares, sauf au Canada et aux États-Unis. (OCDE, *L'Apprentissage. Les grandes orientations*, 1979). Au Canada, il est beaucoup plus fréquent de voir des apprentis entreprendre un programme d'apprentissage après avoir travaillé pendant un certain temps.

Tendances de l'apprentissage et de l'emploi total



Graphique du CCMTP basé sur des données de Statistique Canada

L'emploi et le nombre total des apprentis ont tous deux augmenté depuis 1974. L'inscription totale à des cours d'apprentissage a toutefois augmenté plus rapidement que l'emploi total, ce qui indique qu'en dépit de ses problèmes cycliques, la formation par apprentissage est un système solide au Canada, car les travailleurs sont intéressés à participer au programme d'apprentissage et les employeurs ont constamment besoin d'apprentis.

ANNEXE 2 - Ententes nationales sur la formation

Dans les provinces, l'activité fédérale dans le domaine de la formation se situe à deux niveaux, soit celui de la Planification de l'emploi (PE), stratégie lancée en 1985, et celui des ententes fédérales-provinciales sur la formation qui existent depuis 20 ans et sont maintenant coiffées par la Planification de l'emploi (PE).

Les ententes précisent en détail les sommes que le gouvernement fédéral consacrera à l'achat, pour ses clients, de «places» dans des établissements de formation provinciaux, ainsi que les modalités de ces dépenses. Les ententes constituent en quelque sorte pour le gouvernement fédéral un moyen d'intervenir dans la formation tout en reconnaissant la compétence des provinces en matière d'éducation.

Les subventions fédérales prévues aux ententes ont une importance cruciale pour les provinces, et spécialement les plus petites, à cause des sommes qui serviront à l'achat direct de cours dans les établissements provinciaux, et du total des fonds PE qui seront versés aux employeurs et aux groupes de coordination. Ceux-ci en dépenseront en retour une partie pour acheter «indirectement» des cours des établissements provinciaux.

Les ententes sur la formation précisent aussi les modalités détaillées des achats de cours effectués par le gouvernement fédéral, ce qui constitue une journée de formation, et définissent les droits du gouvernement fédéral de présenter des clients. Les allocations quotidiennes que le gouvernement fédéral versera par exemple pour les cours de formation spécialisée ou de rattrapage scolaire seront prévues à une annexe et modifiées chaque année. Le gouvernement fédéral avait tendance dans le passé à approuver automatiquement les plans de formation des provinces, mais ce n'est plus le cas depuis l'avènement de la PE.

La formation par apprentissage ne fait pas l'objet de négociations distinctes, mais elle est prévue dans le programme général de formation visé par l'entente. Les subventions à la formation théorique des apprentis sont versées par l'entremise du volet Pénuries de main-d'oeuvre spécialisée de la PE. Le revenu d'appoint accordé à l'apprenti en formation théorique est fourni en vertu de l'article 26 de la Loi sur l'assurance-chômage si l'apprenti y est admissible, ou sous forme d'allocations de la PE. La Planification de l'emploi prévoit aussi la possibilité de défrayer d'autres coûts comme les frais de déplacement et les ouvrages de référence.

Même si le gouvernement fédéral a continué de jouer un rôle relativement traditionnel jusqu'à maintenant en approuvant les plans de formation par apprentissage des provinces, celles-ci craignent qu'il ne veuille intervenir de plus en plus dans le domaine en jouant de son poids financier. Par exemple, les professions en pénuries de main-d'oeuvre spécialisée seront-elles les seules admissibles aux subventions fédérales? Les provinces qui satisfont aux normes fédérales d'équité à l'égard des femmes et des autres minorités seront-elles les seules à recevoir des subventions fédérales d'apprentissage?

Même si les subventions publiques et, par conséquent, les participants aux autres genres de formation en établissement ont diminué considérablement dans le cadre de la Planification de l'emploi, la situation n'a pas changé pour les apprentis. En 1987-1988, 47 500 apprentis ont reçu de la formation subventionnée par le gouvernement fédéral qui a acheté pour 84,5 millions de dollars de cours d'apprentissage et versé environ 80 millions de dollars sous forme de revenu d'appoint.

Les ententes ont été négociées pour trois à quatre ans et prévoient une mise à jour annuelle de leurs modalités d'application. Emploi et Immigration Canada commence habituellement par rédiger une ébauche d'entente «modèle» qu'il soumet aux provinces au début de l'automne, ce qui leur donne le dernier trimestre de l'année pour effectuer leur propre planification. Après négociation, l'entente

entre en vigueur au début de l'année financière, en avril.

La présente entente sur la formation a expiré le 31 mars 1989, mais les modalités en ont été reconduites un an afin de permettre de lancer la Stratégie de la main-d'oeuvre et de procéder à des consultations.

ANNEXE 3 - Programme fédéral-provincial d'apprentissage

PROGRAMME : Apprentissage

MINISTÈRES : Emploi et Immigration Canada et la Direction générale de l'apprentissage de chaque province et territoire.

OBJECTIF : Appuyer un système de formation, destiné normalement aux professions qui supposent des compétences manuelles spécialisées, système combinant l'enseignement théorique en classe et la formation pratique dans un emploi sous surveillance. Il existe au Canada environ 170 métiers d'apprentissage.

ADMISSIBILITÉ : Quiconque un employeur accepte de prendre comme employé apprenti et pour qui un contrat a été inscrit auprès de l'organisme provincial compétent.

DESCRIPTION : L'apprenti passe de trois à cinq ans à exercer une profession et à recevoir l'enseignement sur le tas d'un compagnon chevronné. En outre, l'apprenti fréquente régulièrement l'école où il suit des cours théoriques sur sa profession, habituellement en périodes de 6 à 10 semaines par année.

Les provinces ont la responsabilité de toutes les questions touchant la formation et l'attestation des apprentis. Elles désignent les métiers d'apprentissage et, dans certains cas, rendent l'apprentissage obligatoire pour certaines professions. En outre, les provinces fixent les taux de rémunération des apprentis, décident du contenu et de la durée de la formation et établissent les exigences d'attestation. Elles conservent un registre des apprentis, administrent les examens et délivrent les certificats de compétence. Dans les faits, il n'y a aucune uniformité entre les provinces sous aucun de ces aspects, sauf dans le cas des professions du Sceau rouge.

Le programme des normes interprovinciales, connu sous le nom de Sceau rouge, a permis d'établir des normes nationales d'attestation des compétences dans 28 professions regroupant environ 70 % des apprentis au Canada. Un métier est admissible si le programme est offert dans au moins six provinces et reçoit l'approbation de la Direction générale de l'apprentissage.

Le rôle du gouvernement fédéral est surtout celui du bailleur de fonds, bien que les provinces doivent assumer les frais administratifs du programme. Depuis 1967, le gouvernement fédéral a payé le coût des cours et de la formation des apprentis en milieu scolaire et leur a offert une allocation de soutien du revenu pendant ces périodes. Les fonds permettant d'acquérir des places dans les maisons de formation à l'intention des apprentis viennent du programme Pénuries de main-d'oeuvre de la Planification de l'emploi. Le soutien du revenu de la plupart des apprentis est offert en vertu de l'article 26 de la Loi sur l'assurance-chômage. Actuellement, le gouvernement fédéral consacre environ 160 millions de dollars par année à subventionner le programme d'apprentissage.

Formation par apprentissage en établissement parrainée par le gouvernement fédéral

	Apprentis	Coûts (en millions de $)
1976-77	58 200	47,8
1977-78	60 900	51,7
1978-79	55 200	50,2
1979-80	59 400	49,1
1980-81	62 600	55,5
1981-82	70 100	69,2
1982-83	72 800	88,5
1983-84	61 600	85,4
1984-85	51 200	79,1
1985-86	47 500	79,6
1986-87	47 100	76,5
1987-88	47 500	84,5

Source: Emploi et Immigration Canada

Dépenses consacrées à l'apprentissage par le fédéral, les provinces et les territoires, 1985-1986 (en millions de $)

	Admin. prov.	Coûts des cours	Soutien du revenu	Total
T.-N.				
Canada	0,04	1,1	1,1	2,3
Prov.	0,5	--	--	0,5
Î.-P-É.				
Canada	0,01	0,3	0,2	0,5
Prov.	0,3	--	--	0,3
N.-É.				
Canada	0,1	2,5	1,9	4,5
Prov.	0,9	--	--	0,9
N.-B.				
Canada	0,1	2,0	2,0	4,1
Prov.	1,3	0,4	2,0	4,1
QUÉ.				
Canada	0,06	1,9	1,3	3,3
Prov.	N/A*	N/A	N/A	N/A
ONT.				
Canada	1,1	28,2	21,0	50,3
Prov.	9,2	1,9	--	11,1
MAN.				
Canada	0,2	3,7	4,8	8,7
Prov.	0,7	--	--	0,7
SASK.				
Canada	0,2	3,3	2,8	6,3
Prov.	0,7	--	--	0,7
ALTA				
Canada	0,9	24,4	18,6	43,9
Prov.	7,9	24,8	--	32,7
C.-B.				
Canada	0,4	11,4	7,5	19,3
Prov.	0,6	2,5	--	3,1
T.-N.-O.				
Canada	0,02	0,6	0,7	1,3
Terr.	0,8	--	--	0,8
YUKON				
Canada	0,01	0,16	0,16	0,3
Terr.	0,12	--	--	0,1
TOTAL				
Canada	3,1	79,6	62,1	144,8
Prov./terr. (sauf Qué.)	23,2	30,9	--	54,1

Source : Données d'Emploi et Immigration Canada

* Pas disponibles

ANNEXE 4 - Formation par apprentissage examens interprovinciaux (Sceau rouge)

Reconnu par le Sceau rouge fixé au certificat de qualification des apprentis, le Programme de normes interprovinciales (PNI) a été créé en 1959 pour promouvoir des normes nationales élevées de formation professionnelle, d'examen et d'accréditation. Comme le programme favorise l'uniformité de la formation, des examens et de l'accréditation, il encourage la mobilité des ouvriers qualifiés.

Il existe présentement 170 métiers d'apprentissage au Canada, dont 28 sont admissibles au Programme de normes interprovinciales. Environ 70 % de tous les apprentis étudient dans des métiers du Sceau rouge.

Les membres du Comité de coordination du PNI (qui deviendra à compter de juin 1989 le Conseil canadien des directeurs de l'apprentissage) qui administre le programme sont les directeurs de l'apprentissage de chaque province et territoire et deux membres d'Emploi et Immigration Canada.

Le Comité d'examen des normes interprovinciales est considéré comme un sous-comité du Comité de coordination du PNI et est responsable à ce titre des méthodes et procédures d'élaboration, de révision et d'administration des examens du PNI. Un seul délégué de chaque province ou territoire participant, habituellement l'agent d'examen de plus haut niveau, a droit de vote au Comité.

Lorsqu'un examen est en voie d'élaboration et de révision, chaque province intéressée au métier doit l'accepter à l'unanimité. Les examens sont révisés à tous les deux ou trois ans.

Pour pouvoir se présenter à un examen du PNI, il faut

- détenir un certificat de qualification provincial; ou
- être admissible à terminer l'apprentissage en vertu des règlements provinciaux; ou
- satisfaire aux exigences provinciales qui permettent de se présenter à l'examen provincial en vue de l'obtention d'un certificat de qualification (dans les provinces qui utilisent l'examen du PNI pour l'accréditation provinciale).

Selon la province et le métier, le candidat peut avoir à subir un ou deux examens. Il arrive souvent qu'un candidat ne se présente qu'à l'examen du PNI pour obtenir à la fois sa qualification dans la province et un sceau rouge sur son certificat. C'est souvent le cas dans les petites provinces ou les territoires où les moyens d'élaboration et de tenue à jour des examens distincts sont limités. La note de passage de tous les examens du PNI est 70 %. Il faut 60 % pour obtenir l'accréditation provinciale seulement. Même les grandes provinces comme l'Ontario ne tiennent qu'un examen seulement dans un métier donné. Par ailleurs, lorsque des codes provinciaux régissent le travail dans un métier du PNI (comme c'est le cas du Code de plomberie de l'Ontario), l'examen du PNI ne suffit alors pas et le candidat doit aussi se présenter à l'examen provincial.

Dans toutes les provinces, la plupart des apprentis étudient dans les métiers du Sceau rouge et se présentent à l'examen du PNI. Au total, 69 % des candidats réussissent à obtenir leur sceau rouge et l'on en a émis jusqu'à maintenant 198 267 au Canada.

Métiers Sceau rouge

1	Chaudronnier	15	Peintre et décorateur
2	Briqueteur	16	Plombier
3	Charpentier	17	Technicien en électronique (produits de consommation)
4	Électricien		
5	Cuisinier		
6	Mécanicien de matériel lourd	18	Mécanicien de réfrigération et d'air climatisé
7	Électricien industriel		
8	Mécanicien d'instruments industriels	19	Tôlier
		20	Mécanicien en protection-incendie
9	Mécanicien industriel (mécanicien de chantier)	21	Tuyauteur-conduite de vapeur
		22	Soudeur
		23	Couvreur
10	Monteur de lignes	24	Mécanicien (autobus et camions)
11	Machiniste		
12	Débosseleur-peintre	25	Coiffeur
13	Mécanicien d'automobile	26	Vitrier
14	Installateur d'appareils de chauffage résidentiel	27	Ébéniste
		28	Boulanger

Statistiques annuelles interprovinciales sur le Sceau rouge, 1988

Apprentissage terminé

	Nombre de Candidats	Ont réussi	Taux de réussite %	Candidats qui ont reçu un un Sceau jusqu'à maintenant
Terre-Neuve	210	171	81,4	5 847
Nouvelle-Écosse	507	341	67,3	8 819
Î.-P.-É.	61	49	80,3	854
Nouveau-Brunswick	410	254	62,0	6 465
Québec	--	--	--	--
Ontario	5 623	4 606	81,9	33 746
Manitoba	497	436	87,7	10 999
Saskatchewan	313	242	77,3	8 228
Alberta	2 499	2 055	82,2	52 446
C.-B.	1 281	1 105	86,3	33 632
T.-N.-O.	35	28	80,0	596
Yukon	15	15	100,0	268

Apprentis qualifiés

	Nombre de Candidats	Ont réussi	Taux de réussite %	Candidats qui ont reçu un un Sceau jusqu'à maintenant
Terre-Neuve	300	117	39,0	2 677
Nouvelle-Écosse	247	106	42,9	1 572
Î.-P.-É.	11	9	81,8	235
Nouveau-Brunswick	578	147	25,4	2 780
Québec	112	19	17,0	666
Ontario	5 726	3 061	53,5	15 148
Manitoba	221	101	45,7	1 517
Saskatchewan	211	139	65,9	1 486
Alberta	426	256	60,1	6 588
C.-B.	203	163	80,3	2 151
T.-N.-O.	39	27	69,2	390
Yukon	31	21	67,7	353
Total	**19 557**	**13 466**	**69,0**	**198 267**

Source : Emploi et Immigration Canada

ANNEXE 5 - Croissance de professions et formation par apprentissage

Professions où la croissance est la plus rapide au Canada, 1986-1995

Profession	Augmentation en pourcentage du total des débouchés
inspection de l'usinage du métal	92,5
ferblanterie	**90,5**
agriculture	88,5
gestion des services	86,7
forage	85,8
finition du béton	**84,1**
dynamitage	82,5
conduite de machines fixes et d'équipement de services publics	**78,6**
vente immobilière	77,3
vente	75,7
surveillance - préparation d'aliments et de boissons	75,2
conciergerie et nettoyage	73,0
horlogerie et réparation de montres	**71,6**
marine - officiers de pont et officiers mécaniciens	71,5
surveillance et sécurité	71,2
fabrication et assemblage aéronautiques	**70,5**
couture	69,6
surveillance : ventes, denrées	69,5
fabrication, traçage et taille de patrons	
textiles, fourrure et cuir	**69,1**
tuyauterie et plomberie	**69,0**
gestion et emplois connexes	68,7
mécanique - équipement ferroviaire	**68,4**
électricité du bâtiment	**68,3**
conduite de locomotives	**67,8**
excavation et nivelage	**67,7**
isolation	**67,7**
charpenterie	67,0
génie agricole, urbanisme et génie professionnel	66,6
travail de bureau général	66,3
érection de structures métalliques	**65,6**
arpentage	65,4
inspection, essai, classement et échantillonnage : fabrication de produits métalliques	65,1

gestion - opérations de construction	64,7
inspection, classement et pesage de billes	63,9
physique	63,7
réparation - radio et télévision	63,3
gestion agricole	63,3
services du personnel et services connexes	62,8
achats	62,6
fabrication et réparation - embarcations	**62,3**
religion	62,1
dactylographie et travail de bureau	61,9
sciences physiques	60,9
météorologie	60,6
mécanique - autres professions	60,2

Source : ***Emploi-Avenir : Perspectives professionnelles jusqu'à 1995***, édition 1988-1989, Emploi et Immigration Canada, 1987

Nota : On a inscrit à la liste toutes les professions où l'augmentation des débouchés dépassera 60 % entre 1986 et 1995 selon **Emploi-Avenir**. **Emploi-Avenir** contient des renseignements sur presque 200 des 496 professions qui offriront les deux tiers du total des débouchés entre 1986 et 1995.

Les professions en caractères gras indiquent celles pour lesquelles il existe des programmes d'apprentissage.

Retraits de l'apprentissage*
Moyenne annuelle - 1974-1986

Les 10 métiers où l'inscription aux programmes d'apprentissage est la plus importante

Débosseleur-peintre	50 %
Charpentier	43 %
Tuyauteur	43 %
Mécanicien d'automobile	40 %
Tôlier	40 %
Cuisinier	39 %
Plombier	37 %
Électricien industriel	36 %
Coiffeur	34 %
Électricien du bâtiment	31 %
Tous les métiers	32,7 %(1986)

* Représente le ratio entre les interruptions et les nouvelles inscriptions.
Source : Emploi et Immigration Canada

ANNEXE 6 - Les femmes et l'apprentissage

Apprenties recevant une formation à plein temps en établissement, 1986-1987

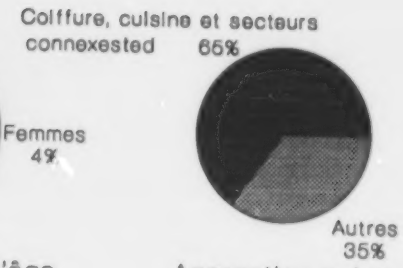
	Pourcentage des apprenties dans des métiers non traditionnels	Apprenties dans des métiers non traditionnels en pourcentage du total des apprentis
Terre-Neuve	2.5	--
Î.-P.-É.	5.6	0.2
Nouvelle-Écosse	16.3	0.4
Nouveau-Brunswick	22.	0.7
Québec	--	--
Ontario	14.1	0.7
Manitoba	100.0	1.4
Saskatchewan	56.2	0.4
Alberta	59.2	2.2
C.-B.	71.3	2.8
T.-N.-O.	77.7	2.1
Yukon	--	0.0

Source : Emploi et Immigration Canada

Les femmes représentent environ 4 % des apprentis au Canada et la plupart d'entre elles apprennent des métiers spécialisés traditionnels comme la coiffure et la cuisine. Deux provinces ont pris l'initiative d'initier des femmes à d'autres métiers d'apprentissage. Même si leur nombre total demeure faible, 71,3 % des apprenties de la Colombie-Britannique apprennent un métier autre que la cuisine et la coiffure. Elles représentent 2,8 % du total des apprentis en Colombie-Britannique. En Alberta, 59,2 % des apprenties reçoivent une formation dans des métiers non traditionnels et elles représentent 2,2 % du total des apprentis de la province.

Apprentis en formation à plein temps, 1986-87

Apprenties selon l'âge

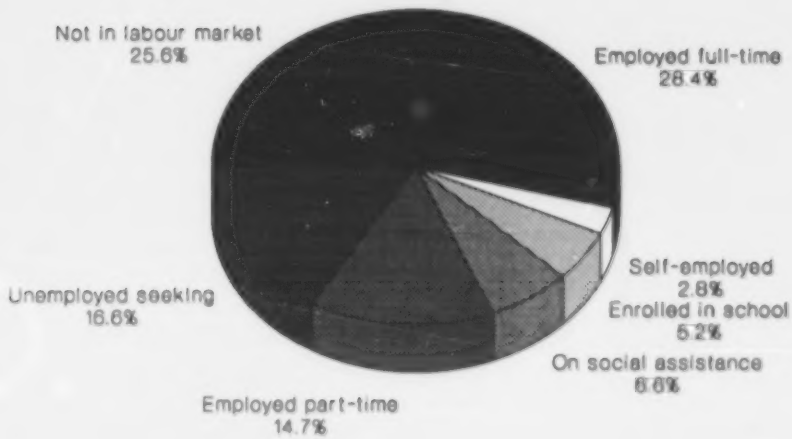


Apprenties selon le métier

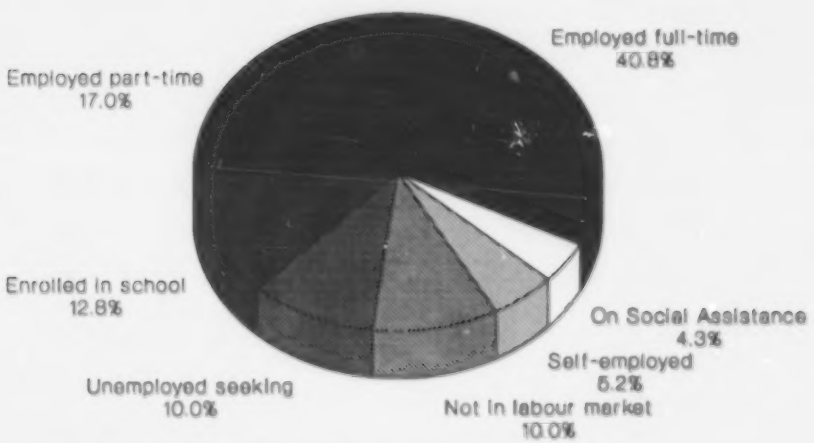
Graphique du CCMTP basé sur des données d'EIC

The Impact on Employment of Courses Designed to Assist Women in Exploring Trades and Technology Related Skills

Employment Status *Before* Women in WITT Course



Employment Status *After* WITT Course



Source: National Survey of Women in Trades and Technology Orientation Courses, April 1989.

MEMBRES DU GROUPE DE TRAVAIL

Bruce Ashton est coordonnateur de l'apprentissage et de la formation à la Fraternité internationale des chaudronniers, constructeurs de navires en fer, forgerons, forgeurs et aides, depuis 1982. M. Ashton est aussi président du fonds de fiducie pour la formation des chaudronniers de Calgary. En 1982, M. Ashton a été nommé par le gouvernement de l'Alberta au premier conseil d'administration de l'Institut de technologie du Nord de l'Alberta. Il en a été membre jusqu'en juin 1988. Toujours en 1982, il a été élu à l'exécutif de l'Association pour la coordination de l'apprentissage dans l'Ouest et il en est toujours membre.

Bob Biggar est adjoint administratif de l'Association internationale des machinistes et des travailleurs de l'aéroastronautique depuis 1986. M. Biggar a été auparavant représentant de l'AIM au Manitoba. Il a aussi été vice-président de la Fédération du travail du Manitoba de 1979 à 1986.

Marcia Braundy est coordonnatrice de la Kootenay Women in Trades & Technology Association. Compagnon-menuisier de formation universitaire, elle a été, en 1980, la première femme du secteur de la construction à adhérer à la B.C. Carpenters' Union. Mme Braundy est membre du Comité consultatif auprès du président du Conseil du Trésor sur l'équité en matière d'emploi pour les femmes dans la fonction publique. Elle a organisé une «Conférence canadienne sur les femmes dans les métiers et la technologie» l'année dernière. Elle a dirigé la rédaction des actes de la conférence.

Guy Dumoulin est secrétaire exécutif du Département des métiers du bâtiment et de la construction de l'AFL/CIO depuis 1987. Il a adhéré à la Fraternité unie des charpentiers et menuisiers d'Amérique en 1964 et est devenu, en 1967, représentant de son conseil provincial. En 1971, il a été élu directeur d'un des conseils de district. Au début des années 1970, il a aussi été élu président et a rempli un mandat à titre de directeur général du Conseil des métiers du bâtiment et de la construction de la province de Québec. Il a été nommé représentant général de la Fraternité unie des charpentiers en 1977.

Don Exner est directeur des opérations de Degelman Industries Ltd. à Regina. Il est aussi président du Conseil des métiers de la soudure de la Saskatchewan. Il est membre du Bureau canadien de soudure, de la Société canadienne de la santé et de la sécurité au travail et de la Société canadienne des ingénieurs en fabrication. Il est président sortant de l'Institut de soudage du Canada, section locale de Regina.

John Halliwell est président de l'Association canadienne de la construction. Il s'est joint à l'ACC en 1976 à titre de directeur des services des relations du travail. En 1978, il a été nommé directeur exécutif de l'Association de la police provinciale de l'Ontario. M. Halliwell est revenu à l'Association canadienne de la construction en 1979 à titre de directeur des relations du travail et il en a été nommé vice-président en juin 1987. Il a été deux fois délégué en chef des employeurs pour le Canada à l'Organisation internationale du travail et, en 1988, il a été chef des employeurs mondiaux au Comité de santé et de sécurité au travail de l'OIT.

James McCambly est président de la Fédération canadienne du travail depuis 1982. Il est aussi président du Comité coordonnateur canadien des régimes de pension multi-employeurs et siège au Comité consultatif sur le commerce extérieur,

comité consultatif du secteur privé établi par le gouvernement fédéral. Il a été auparavant secrétaire exécutif du Bureau canadien du Département des métiers du bâtiment et de la construction de l'AFL/CIO de 1971 à 1982. Il est aussi membre du conseil d'administration du Centre canadien du marché du travail et de la productivité.

Mike McGrath est directeur exécutif du Conseil du service d'entretien et de réparation automobiles du Canada (SERAC). Entre 1959 et 1964, M. McGrath a travaillé à la société International Harvester où il a occupé plusieurs postes dans le secteur de la vente en gros et au détail. Entre 1964 et 1979, il a été directeur général et dirigeant chez deux concessionnaires GM et Ford du Canada en Nouvelle-Écosse et au Nouveau-Brunswick. En 1979, il est entré à Emploi et Immigration Canada pour devenir, en 1985, expert-conseil industriel à la Direction générale des services du marché du travail où il était responsable des secteurs de l'automobile et de la construction navale. Il a assumé son poste actuel en 1988.

Gerry Stoney est premier vice-président du Syndicat international des travailleurs du bois d'Amérique-Canada depuis 1988. Avant d'être élu premier vice-président, il a été secrétaire-trésorier du SITBA-Canada entre 1982 et 1988. De 1971 à 1982, M. Stoney a été président de la section locale de New Westminster du SITBA-Canada. Il a aussi été président du Conseil du travail de New Westminster et du district de 1971 à 1988, et président de la section provinciale de la Colombie-Britannique du Nouveau parti démocratique de 1978 à 1985.

Michael Parker est vice-président à l'exploitation de Procor Limited, principale compagnie de location à bail de wagons ferroviaires au Canada. M. Parker s'est joint à Procor Limited en 1981 à titre de vice-président à la fabrication. Auparavant, il a travaillé de 1974 à 1981 chez Trailmobile Canada, fabricant de remorques, où il a été directeur de la production et, par la suite, vice-président à la fabrication. M. Parker a immigré d'Angleterre au Canada en 1969 et est entré à Westinghouse Canada où il a occupé plusieurs postes de surveillance.

John Thygesen est vice-président de Fuller & Knowles Co. Ltd., entreprise de construction de l'Alberta. M. Thygesen est membre du conseil d'administration du Conseil de certification de l'apprentissage et des métiers de l'Alberta et de l'Association canadienne de la construction. Il est aussi membre du Groupe de travail sur la loi sur les privilèges du gouvernement de l'Alberta. M. Thygesen est président sortant de la Section des entrepreneurs en métiers de l'Association canadienne de la construction et de l'Association de la construction de l'Alberta.

SECTION V
Enseignement coopératif

RAPPORT DU GROUPE DE TRAVAIL

AVANT-PROPOS

Nous avons été invités cet été à faire partie du Groupe de travail sur l'enseignement coopératif, l'un de sept mis sur pied par le Centre canadien du marché du travail et de la productivité dans le cadre de la consultation du ministère de l'Emploi et de l'Immigration au sujet de la Stratégie de mise en valeur de la main-d'oeuvre.

Nous avions pour mandat d'examiner l'état actuel de l'enseignement coopératif au Canada, et de proposer des recommandations qui permettraient de renforcer la situation actuelle. Le Groupe de travail a rempli son mandat, et les 15 recommandations que l'on trouvera dans le présent rapport sont le fruit de nombreuses discussions concernant un large éventail de questions.

Comme membres du Groupe de travail, nous n'avons pas la prétention d'avoir toutes les réponses à toutes les questions. Nous pensons cependant que nos recommandations seront à l'origine d'autres progrès en matière d'enseignement coopératif, facilitant ainsi la transition si souvent difficile de l'école au travail, du travail à l'école, du chômage au travail, et la promotion d'un apprentissage à vie.

Les programmes d'enseignement coopératif ne visent pas à remplacer ni à miner les programmes d'apprentissage.

Le Groupe de travail sur l'enseignement coopératif aimerait remercier tous ceux qui, d'un bout à l'autre du Canada, nous ont fourni des renseignements sur l'enseignement coopératif dans leur province et leur région. Nous avons également apprécié les efforts de divers organismes et particuliers intéressés qui ont fait connaître leur point de vue au CCMTP.

Bill Frank

John Fryer

Efre Giacobbo

Susan Hart-Kulbaba

Dale Landry

Ken Page

Bob Philip

INTRODUCTION ET RENSEIGNEMENTS GÉNÉRAUX

L'Enquête 'Pathways'

La récente enquête «Itinéraires» effectuée par Decima Research pour le ministère de la Formation professionnelle de l'Ontario indique que 64 % des élèves du niveau secondaire décrochent avant d'avoir terminé leurs études ou quittent l'école dès la fin de leurs études secondaires. Pour ce groupe de «sortants», la période de 17 à 28 ans est souvent marquée par la longue et difficile recherche d'un emploi stable qui peut ne pas se présenter avant la fin de la vingtaine. Aussi beaucoup de ces jeunes n'ont-ils pas au départ un sentiment de permanence dans l'emploi qu'ils occupent. Ils représentent des candidats de choix à une formation supplémentaire et à l'acquisition de nouvelles compétences susceptibles de les aider à se trouver un travail stable.

Quelques résultats d'enquête

Au total, 53 % des personnes interrogées avaient fait d'autres études ou poursuivi leur formation, la plupart dans un collège communautaire ou sur le tas. Plus le sortant a persévéré dans ses études secondaires, plus il a tendance à continuer ses études ou sa formation et plus il est probable qu'il choisira un programme avancé au lieu d'un programme de base. Toutefois, beaucoup n'ont pas été en mesure d'acquérir exactement ce qu'ils préféraient comme études ou formation. Lorsqu'on leur a demandé de parler des obstacles qui s'étaient dressés sur leur route, les enquêtés ont évoqué le caractère restreint de l'information reçue et de l'orientation professionnelle, ainsi que les entraves d'ordre géographique. Ainsi, dans l'enquête, 87 % des sortants du secondaire n'avaient bénéficié d'aucune espèce d'orientation professionnelle.

On a également observé d'importantes différences entre les personnes interrogées selon le sexe. Ainsi, moins de femmes occupées avaient un emploi à plein temps et nombre d'entre elles travaillaient à temps partiel ou à la maison. Les femmes interrogées ont en outre indiqué que leurs programmes d'études ou de formation avaient porté sur des domaines comme la gestion et les affaires, l'éducation en santé ou le travail de bureau. En revanche, les hommes avaient choisi des domaines comme la mécanique ou la technique, la construction et les arts et métiers. De plus, les femmes se heurtaient à une difficulté supplémentaire si elles devaient s'occuper d'enfants à la maison.

Le besoin d'initiatives nouvelles

Les auteurs de l'étude concluaient qu'il y avait lieu d'améliorer la façon dont on préparait les jeunes gens au marché du travail. On a besoin de politiques nouvelles et d'initiatives concrètes pour résoudre le problème des sortants du niveau secondaire. On se doit en particulier de multiplier les efforts pour rendre le passage de l'école au travail moins problématique et plus efficace.

Un très important moyen de transition entre l'école et le travail est l'enseignement coopératif (enseignement en alternance). En donnant aux apprenants une expérience et une formation sur le tas pendant qu'ils poursuivent leurs études, les programmes d'enseignement coopératif peuvent aider les jeunes à mieux mettre à profit le cadre scolaire et ses possibilités pour se préparer au monde du travail.

L'évolution du marché du travail dictera dans une large mesure la manière dont évolueront l'enseignement en alternance et l'éducation permanente au Canada. Un aperçu des tendances et des prévisions démographiques actuelles servira à replacer ce type d'enseignement dans la perspective plus générale des besoins en ressources humaines de notre pays. À l'heure actuelle, voici les principales tendances que nous pouvons discerner :

- vieillissement de la population active;
- importance croissante des femmes;

- accroissement de l'importance relative de l'immigration;
- concentration persistante de la progression de l'emploi dans les secteurs des petites entreprises et des services;
- prépondérance de la création d'emplois dans le domaine de la gestion et en contexte de spécialisation.

La nature changeante du travail

Le mouvement de complexification et de diversification des emplois s'accompagne d'une tendance dans certains secteurs d'activité à regrouper les salariés dans des services ou des groupes de travail fonctionnels. L'importance grandissante des «travailleurs intellectuels» hautement qualifiés et mieux instruits indique la nécessité non seulement d'un assouplissement des schémas d'organisation, mais aussi de nouveaux modes de solution d'une diversité de questions de ressources humaines sur le plan des méthodes et des pratiques de travail, de la participation salariale à la prise de décision et des politiques de formation et de perfectionnement.

Les taux d'analphabétisme et de décrochage

Beaucoup de Canadiens sont mal armés devant cette demande croissante de travailleurs hautement qualifiés. Selon le sondage Southam de 1987, il y aurait 5 millions de Canadiens analphabètes (analphabétisme fonctionnel) qui ne savent pas suffisamment lire, écrire et compter pour fonctionner efficacement dans le monde d'aujourd'hui. Aspect encore plus alarmant, quelque 17 % des diplômés d'école secondaire au Canada ont ce même problème d'analphabétisme fonctionnel. Ajoutons que le taux de décrochage demeure élevé dans les écoles secondaires canadiennes, près de 30 % des élèves abandonnant leurs études avant d'avoir achevé leur 12e année.

Les travailleurs qui ont du mal à lire, à écrire et à compter sont nettement défavorisés sur le marché du travail. Ils sont moins susceptibles de trouver du travail, plus difficiles à former à de nouvelles tâches et moins souples lorsqu'il leur faut s'adapter au changement technologique. On note également une corrélation directe entre l'instruction et le taux de chômage. Ainsi, les diplômés d'université présentent un taux de chômage inférieur de presque des deux tiers à celui des gens qui n'ont pas terminé leur 8e année.

La culture de la formation

Par le passé, le Canada a été en mesure d'attirer des ouvriers qualifiés d'autres pays pour établir et raffermir sa situation dans le monde industrialisé. Les employeurs ont pu combler leurs besoins de main-d'oeuvre à l'aide des travailleurs spécialisés que leur apportait constamment l'immigration et ils ont hésité, par conséquent, à former la main-d'oeuvre en place moins qualifiée. La formation qu'ils donnaient consistait surtout en programmes d'«initiation» des nouveaux travailleurs et ne visait généralement pas les besoins futurs de l'entreprise ni ceux du personnel en place. Les travailleurs eux-mêmes comprenaient mal la nécessité ou les avantages d'une amélioration des compétences. Le travail et les responsabilités familiales leur laissaient peu d'énergie pour aller chercher un complément de formation pendant leurs loisirs. La formation et le recyclage ont gagné du terrain récemment, mais les besoins demeurent criants dans ce domaine.

Un grand nombre de partenaires commerciaux du Canada ont plusieurs longueurs d'avance en ce qui concerne l'établissement d'un consensus sur la nécessité d'une politique qui soit non seulement clairement formulée, mais aussi comprise et élaborée par les employeurs, les syndicats, les établissements d'enseignement, les apprenants et leurs parents.

En Allemagne de l'Ouest, par exemple, on forme depuis longtemps dans divers secteurs professionnels. Les employeurs et les syndicats sont de grands intervenants dans un «régime double» où l'apprenant et les parents sont bien conscients de

l'importance d'un apprentissage dans le double cadre de l'école et du milieu de travail. Les employeurs demandent au réseau scolaire de l'État de donner à l'élève des compétences de base qu'ils compléteront par une formation professionnelle.

Dans bien des pays d'Europe occidentale, les programmes de transition école-travail s'appuient sur un vaste régime de congés de perfectionnement permettant au travailleur d'actualiser ses connaissances. En 1984, le Jury consultatif national sur le congé de perfectionnement a recommandé l'adoption d'un programme semblable au Canada.

S'il entend conserver et améliorer sa situation dans le monde industrialisé, notre pays doit rendre prioritaires la formation et le recyclage en fonction des besoins du marché du travail et se donner une «culture de formation» où l'apprentissage dure toute la vie. L'enseignement coopératif peut fortement contribuer à la réalisation de cet objectif.

APERÇU DE L'ENSEIGNEMENT COOPÉRATIF

Qu'est-ce que l'enseignement coopératif?

L'enseignement coopératif (enseignement en alternance) combine les études en établissement d'enseignement et les stages de brève durée en milieu de travail. Il repose sur un partenariat entre les apprenants, les employeurs, les syndicats et le personnel enseignant d'une université, d'un collège communautaire ou d'une école secondaire. Idéalement, les partenaires devraient observer et évaluer les progrès de l'apprenant en milieu de travail et en établissement.

Situation actuelle au Canada

L'enseignement coopératif a pris naissance au Canada dans les années 1950 à l'Université de Waterloo. À l'origine, il s'articulait autour de l'enseignement scientifique et technique parce qu'on croyait que l'acquisition de connaissances dans ces domaines serait facilitée par des stages «sur le tas» en compagnie de travailleurs qualifiés. Par la suite, on a intégré l'administration des affaires et les arts aux programmes d'enseignement en alternance. Beaucoup de professions autoréglementées comme la médecine et le droit recourent à l'enseignement coopératif, même si leur formation sur le tas n'est pas nécessairement ainsi désignée.

À l'heure actuelle, les apprenants peuvent s'inscrire à des programmes d'enseignement en alternance dans un grand nombre d'universités, de collèges ou d'instituts techniques canadiens. Ces établissements ont formé un organisme appelé l'Association canadienne de l'enseignement coopératif (ACEC) et établi des critères spécifiques de définition des programmes d'enseignement coopératif. Nombre de cours des universités et des collèges communautaires ont un volet «stages pratiques» ou «exploration professionnelle» qui répond à de tels critères.

Par «programme d'enseignement coopératif», on entend un programme qui intègre officiellement aux études un stage pratique chez des employeurs «coopérants». D'ordinaire, il y a alternance études-travail dans des disciplines appropriées des secteurs des affaires, de l'industrie, de l'administration publique, des services sociaux et des professions libérales selon les critères suivants de l'ACEC :

- chaque volet de travail est élaboré ou approuvé comme situation d'apprentissage par l'établissement d'enseignement coopératif;
- l'élève en stage coopératif se livre à une activité productive au lieu de se contenter d'observer;
- l'élève en stage coopératif est rémunéré pour le travail qu'il fait;
- l'établissement d'enseignement coopératif suit les progrès au travail de l'élève en stage coopératif;
- l'employeur de l'élève en stage coopératif contrôle et évalue le rendement de celui-ci au travail;
- normalement, les stages coopératifs représentent au total la moitié de la durée des études et ne doivent jamais tomber au-dessous de 30 %.

Signalons que 35 universités et 48 collèges et instituts techniques canadiens font partie de l'Association canadienne de l'enseignement coopératif et disposent de programmes répondant aux critères énoncés. D'autres établissements hors ACEC ont aussi des programmes apparentés.

Les écoles secondaires donnent également de nombreux cours prévoyant un stage pratique lié aux orientations professionnelles. À ce niveau, il existe

un organisme, la Co-operative Career Work Education Association of Canada (CCWEAC), qui arrête des critères pour les programmes d'enseignement coopératif par opposition aux simples «stages pratiques». Voici comment s'établit la comparaison :

Comparaison des programmes:

- *Stages pratiques* (observation ou exploration)
  - On tient compte des besoins généraux des élèves
  - Les élèves travaillent à la production ou sont là pour observer
  - Il ne s'agit habituellement pas d'un programme de stages planifiés
  - Il ne s'agit habituellement pas d'un mode de sélection
  - Souvent, la surveillance de l'élève en milieu de travail ne fait pas partie du programme de base
  - En dehors de l'approbation initiale de l'affectation du stagiaire, le contrôle est restreint

- *Enseignement coopératif*
  Vise avant tout à l'acquisition de compétences professionnelles sur une longue période
  - Fondé sur des objectifs de carrière énoncés et précis
  - Vise le travailleur apprenant
  - Comporte habituellement une diversité d'expériences planifiées
  - Comporte habituellement un mode de sélection structuré
  - On accorde à l'enseignant ou au coordonnateur connaissant le domaine assez de temps pour qu'il puisse diriger l'apprenant
  - Met l'accent sur un programme de visites du coordonnateur, d'entretiens avec l'employeur et d'évaluations régulières.

À la différence des programmes des universités et d'un certain nombre de collèges communautaires, les programmes organisés par les conseils scolaires n'obligent pas l'employeur à payer l'élève. Dans certains cas, celui-ci «travaille» et, dans d'autres, il se livre à de l'exploration professionnelle. Il n'existe pas de normes nationales uniformes de définition des programmes d'enseignement coopératif. Quelques provinces ont élaboré ou élaborent des politiques et des principes directeurs en la matière.

Outre les programmes lancés par les établissements d'enseignement, on compte des programmes de formation qui se créent à l'instigation des entreprises, comme ceux qu'organise le Mohawk College. Ils s'adressent aux travailleurs qui ont besoin d'un perfectionnement ou d'un recyclage professionnels. De concert avec l'employeur, les salariés peuvent demander à un établissement d'enseignement de les aider à concevoir un programme permettant de parfaire les compétences actuelles. On ne parle habituellement pas dans ce cas de programmes d'enseignement coopératif. Il s'agit d'initiatives qui suivent à l'envers la formule de l'enseignement en alternance.

Emploi et Immigration Canada octroie des fonds par projet en vue d'encourager l'élaboration de programmes d'enseignement coopératif aux niveaux secondaire et postsecondaire. On juge des demandes présentées suivant les critères établis par l'ACEC et la CCWEAC en matière d'enseignement en alternance.

Profil général des apprenants coopératifs au Canada

L'apprenant type d'un programme d'enseignement coopératif à l'université est probablement un élève qui réussit très bien dans des études de génie, de sciences ou d'administration des affaires. Après avoir été admis dans un programme d'enseignement en alternance, il passerait quatre mois dans l'établissement et, pendant ce temps, le coordonnateur du programme organiserait avec les employeurs coopérants un stage en milieu de travail lié à ses orientations professionnelles ou aux disciplines de ses études. Il y aurait alternance études-travail aux quatre mois pendant au moins quatre ans selon l'agencement des «blocs» de formation.

Dans un collège ou un institut technique, l'apprenant pourrait passer en milieu de travail plusieurs semaines ou presque la moitié des deux ans du programme. Là encore, l'enseignement en

alternance s'adresse surtout aux très bons élèves en sciences ou dans les techniques, bien que de plus en plus de collèges disposent de programmes d'enseignement coopératif dans les secteurs des affaires et des services.

À l'école secondaire, l'enseignement en alternance présente une grande diversité. Certains cours sont destinés aux élèves qui éprouvent de la difficulté dans leurs études. Ces apprenants réussiraient mieux s'ils recevaient une grande partie de leur formation en milieu de travail. D'autres participants sont des élèves supérieurs ayant d'autres raisons pour s'inscrire à un programme d'enseignement coopératif, qu'il s'agisse d'«exploration professionnelle» ou d'expériences de travail à des fins d'orientation professionnelle.

Au secondaire, la clientèle de ces programmes est les élèves de 11e et de 12e année. De plus en plus d'éducateurs croient cependant qu'on aurait intérêt à offrir des programmes aux élèves de 9e ou de 10e année, par exemple, à des fins d'exploration professionnelle.

Là où les programmes sont organisés à l'instigation de l'entreprise, l'apprenant peut être un salarié soucieux de s'adapter au changement technologique. Il peut s'agir, par exemple, d'un besoin de perfectionnement général ou de perfectionnement en informatique. Dans le cas des travailleurs qu'une fermeture d'usine menace de chasser de leur emploi, c'est un besoin de recyclage dans un autre domaine. Quel que soit le scénario, un dosage d'apprentissages structurés en milieu scolaire permettrait de compléter les compétences déjà acquises par le travailleur expérimenté.

L'apprenant coopératif peut enfin être un chômeur à la recherche d'un complément d'instruction dans un des nombreux centres de formation des adultes créés par les conseils scolaires partout au pays. Ce programme gratuit s'adresse aux gens de 18 ans et plus qui n'ont pas fréquenté l'école depuis au moins 12 mois. Grâce au modèle de l'enseignement coopératif assorti de services d'orientation professionnelle, l'apprenant peut terminer sa 12e année.

Que font les gouvernements?

Cette année, environ 140 000 apprenants participeront dans tout le Canada à des programmes d'enseignement coopératif financés par le fédéral ou les provinces. Ceux-ci peuvent viser les décrocheurs possibles et les élèves ayant des besoins spéciaux à l'école secondaire ou encore l'apprenant en quête d'une expérience professionnelle dans des domaines comme ceux du tourisme, de la publicité, du génie, de l'informatique, des sciences sociales, des techniques de l'eau, des services publics, des services de santé et de l'administration des affaires. Approximativement 70 % des participants fréquentent l'école secondaire et le reste, le collège ou l'université (73 établissements).

Les trois quarts d'entre eux sont formés dans le secteur privé ou des organismes à but non lucratif. Le gouvernement fédéral offre aussi beaucoup de stages pratiques, notamment au niveau postsecondaire.

Programmes fédéraux : Emploi et Immigration Canada octroie des fonds aux établissements secondaires ou postsecondaires désireux d'établir des programmes d'enseignement coopératif dans le cadre du Programme d'intégration professionnelle (Programme canadien de planification de l'emploi). On offre ainsi 200 000 $ au maximum sur quatre ans pour chaque nouveau programme. Les établissements participants doivent assurer un financement de contrepartie.

Depuis quatre ans, le gouvernement fédéral a affecté 21,2 millions à 193 projets d'enseignement coopératif partout au pays. Pour l'année financière en cours, on a approuvé 9 autres millions pour 50 nouveaux projets. La Stratégie de mise en valeur de la population active propose de quadrupler le budget annuel et d'affecter en priorité ce surcroît de ressources au niveau secondaire.

Programmes provinciaux et territoriaux : Au Canada, l'éducation est du ressort des provinces, le gouvernement fédéral aidant au financement de ce secteur par des paiements de transfert. La plupart

des provinces ont des politiques en matière d'enseignement coopératif aux niveaux universitaire et collégial. La majorité des programmes visés répondent à la définition de l'ACEC. Les programmes qui existent au niveau secondaire sont fort divers. Certains sont conformes à la définition de la CCWEAC, mais les autres s'assimilent davantage à des stages pratiques ou à de l'exploration professionnelle.

Voici en résumé les programmes offerts :

Le Groupe de travail n'a trouvé aucune source complète d'information sur les programmes d'enseignement coopératif aux divers niveaux d'apprentissage qu'il a étudiés. Il a donc dû communiquer avec des représentants des provinces et des territoires pour déterminer ce qui se passait dans ce domaine d'apprentissge en expansion rapide. Nous ne prétendons pas que les renseignements qui suivent soient complets, mais ce sont les meilleurs disponibles compte tenu du temps et des ressources dont nous disposions et des définitions variées en usage à travers le Canada.

Colombie-Britannique

L'enseignement coopératif est né en Colombie-Britannique au début des années 1970. Il s'est rapidement répandu pendant la décennie 1980. On compte des programmes d'enseignement en alternance dans les universités de Colombie-Britannique, de Victoria et Simon Fraser. Au niveau collégial, l'Institut de technologie de Colombie-Britannique et les établissements de Camosun, Capilano, New Caledonia, Douglas, Okanagan, Selkirk et Vancouver Community disposent de tels programmes. Ceux-ci ne portent pas sur toutes les disciplines dans chacun des établissements, les cours offerts ayant pour objet les sciences et les techniques, les arts et l'administration des affaires.

Sur les quelque 73 000 élèves du secondaire (11e et 12e années) en Colombie-Britannique, plus de 24 000 sont inscrits à des programmes prévoyant des stages pratiques sous une forme quelconque. Environ 6 000 participent à des programmes de formation préprofessionnelle (préparation à l'emploi) préparant à des carrières en affaires, en technique, en communications, en ressources naturelles ou en services. Il s'agit de cours à unités (crédits) régis par des politiques particulières du ministère de l'Éducation. L'élève n'est pas rémunéré pendant ses stages en milieu de travail. On n'a pas encore fait d'études en vue d'évaluer officiellement le programme, mais l'enseignement en alternance devrait gagner les écoles actuellement sans programmes de ce type.

Bien que ne faisant pas directement mention de l'enseignement coopératif, le rapport de 1988 de la Commission royale d'enquête sur l'éducation en Colombie-Britannique préconisait un dosage études-travail.

Alberta

On trouve des éléments du modèle d'enseignement coopératif dans de nombreux programmes offerts par le ministère de l'Éducation supérieure de l'Alberta. Au total, 8 universités ou collèges disposent de programmes conformes aux critères de l'ACEC. Les disciplines visées sont les sciences, le génie, l'administration des affaires et les nouveaux programmes de tourisme du baccalauréat en commerce. D'autres programmes des collèges communautaires peuvent comporter un volet «stages pratiques». Dans certains cas, EIC acquitte en partie le coût de ces activités et, dans d'autres, tout le financement est assuré par la province.

Au niveau secondaire, sur 100 000 élèves des 10e, 11e et 12e années en Alberta, plus de 10 000 sont inscrits à un programme d'enseignement coopératif. Cette fraction de 10 % des élèves admissibles est concentrée dans les études en technique et en affaires, bien qu'un programme études-travail soit offert pour toutes les matières enseignées à ces trois niveaux. La réussite à un tel programme donne à l'élève des unités (crédits) pour le diplôme. L'apprenant reçoit une paie ou des «honoraires». On organise également des programmes de stages pratiques, moins nombreux et avec un volet «milieu de travail» plus général. Malgré l'absence d'études sur les coûts et les avantages de ces divers programmes ou les taux de persévérance jusqu'à la fin des études, la province prévoit une multiplication des programmes d'enseignement en alternance.

Saskatchewan

L'Université de Régina dispose de programmes d'enseignement coopératif qui peuvent porter aussi bien sur l'administration, la chimie, l'informatique, le «génie systèmes» ou la physique que sur le film, la vidéo, le journalisme ou le travail social. L'Université de la Saskatchewan n'en a pas.

Le réseau de collèges communautaires de cette province est plutôt unique et peut difficilement être comparé à celui des autres provinces.

Au niveau secondaire, environ 5 % des 43 092 élèves des 10e, 11e et 12e années sont inscrits à un programme d'enseignement coopératif. De tels programmes ne portent pas sur toutes les disciplines dans chacun des établissements et visent généralement les techniques et les affaires. On trouve quelques programmes de préparation à l'emploi (formation préprofessionnelle). Il s'agit d'activités de formation à unités (crédits) dont le financement est habituellement partagé par la province et le réseau local. Il n'y a pas de politique d'ensemble au niveau provincial.

L'apprenant du secondaire n'est pas payé pour le travail qu'il fait et ne reçoit pas non plus d'«honoraires» de l'employeur. La province n'a pas étudié les avantages et les inconvénients de ce type de formation et on ne sait pas si une extension des services offerts est prévue.

Manitoba

Deux des trois universités du Manitoba offrent des programmes d'enseignement coopératif dans le cadre de leurs études en sciences et l'Université du Manitoba a aussi une option «enseignement en alternance» pour ses programmes menant à l'obtention d'un baccalauréat en génie.

Les collèges communautaires assurent une formation en alternance dans les domaines de l'administration des affaires, de la mécanique agricole et des services de tourisme et d'accueil. Les programmes comportant des stages pratiques sont à frais partagés avec EIC ou financés exclusivement par la province. Certains ont été créés à la demande des employeurs et adaptés aux besoins du personnel en place des entreprises. Dans ce cas, l'employeur prend en charge le coût du programme avec faculté ou non de se faire rembourser par le gouvernement.

Le programme de formation Nouvelles carrières est un exemple de méthodes novatrices de recyclage des travailleurs en place ou d'amélioration des compétences de groupes défavorisés comme les autochtones ou les femmes, notamment dans des postes paraspécialisés. Dans le nord du Manitoba, il a aidé à former le personnel d'un important commerce de détail, directeur du magasin compris.

Le ministère de l'Éducation du Manitoba s'est dit vivement désireux d'étendre l'application du modèle d'enseignement en alternance à l'école secondaire et a demandé au gouvernement fédéral d'affecter aux programmes d'enseignement coopératif des écoles secondaires autant d'argent qu'il en consacre à ceux des universités et des collèges. Le modèle d'enseignement études-travail a été utilisé au niveau secondaire, mais uniquement pour les élèves ayant des besoins spéciaux.

Sur les 50 000 élèves du secondaire dans cette province, environ 7 000 (14 %) sont inscrits à des programmes de stages pratiques, de formation sur le tas ou de formation professionnelle dite pratique. Près de 200 participent à des programmes d'enseignement professionnel en alternance. Quel que soit le programme, le temps passé «sur le tas» donne des unités (crédits) pour le diplôme. Une fois les programmes établis, la province n'octroie pas d'autres fonds pour leur maintien. Il n'existe pas de normes provinciales officielles en dehors de celles qui s'appliquent à l'enseignement ordinaire. En théorie, les élèves ne reçoivent ni paie ni «honoraires» pour le travail qu'ils accomplissent. On n'a pas fait d'études sur les coûts et les avantages et les «décrocheurs» de ces programmes. À l'heure actuelle, on ne prévoit pas non plus multiplier ceux-ci.

Ontario

En 1988-1989, les collèges d'arts appliqués et de technologie de l'Ontario offraient plus de 200 programmes d'enseignement coopératif. Environ 47 % de ceux-ci portaient sur la technologie et

43 %, sur les affaires. Le nombre d'élèves inscrits était d'environ 9 600, soit près de 10 % des effectifs à plein temps de ces établissements (niveau postsecondaire).

Les trois quarts en gros des programmes d'enseignement en alternance sont obligatoires. Pour obtenir leur diplôme, les élèves qui y sont inscrits doivent faire un nombre minimum de séjours en milieu de travail. Les 25 % qui restent sont facultatifs et les élèves doivent rivaliser pour y trouver une place.

Dans les collèges, les programmes d'enseignement coopératif consistent habituellement en une alternance semestrielle études-travail. Certains sont du modèle «en parallèle» où l'apprenant passe une partie de la semaine à l'école et le reste en milieu de travail. Dans les deux modèles, les stages en milieu de travail représentent normalement le tiers ou la moitié du temps total. Le temps consacré aux études proprement dites se compare à celui d'un programme semblable sans volet coopératif. L'étudiant du collégial est généralement payé au plus bas des taux de rémunération pratiqués pour le poste qu'il occupe.

Les universités ontariennes ne se sont pas toutes entendues sur une définition commune des programmes d'enseignement en alternance. On compte actuellement dix universités à programmes d'enseignement coopératif dans cette province. L'Université de Waterloo a environ 85 % de tous les élèves inscrits à des programmes universitaires de ce type. En 1988-1989, 11 400 étudiants, soit 5 % approximativement de tout l'effectif universitaire, ont participé à un programme d'enseignement en alternance et, sur ce nombre, environ 98 % faisaient un baccalauréat. Les principales disciplines étaient le génie (32 %), les mathématiques et l'informatique (32 %) et les sciences (10 %).

Le programme universitaire d'enseignement coopératif consiste d'ordinaire en une alternance quadrimestrielle études-travail. Le programme type compte 8 périodes d'études (32 mois) et 6 périodes de travail (correspondant à deux ans d'expérience professionnelle).

L'Ontario dénombre maintenant 45 000 participants au secondaire pour ses programmes d'enseignement en alternance. L'augmentation de 35 % observée depuis un an s'explique par l'accent marqué mis par le ministère de l'Éducation sur les programmes études-travail. L'enseignement coopératif est une option à unités (crédits) dans toutes les matières, mais 95 % des apprenants sont en 11e, 12e ou 13e année. Le district scolaire ne reçoit pas plus d'argent de la province, mais bénéficie d'encouragements spéciaux sous forme d'aide financière au transport des élèves et d'information destinée aux enseignants et aux orienteurs.

Les programmes d'enseignement coopératif durent habituellement de 16 à 18 semaines tous les ans. Les programmes de stages pratiques s'étendent sur 2 ou 4 semaines. Les apprenants ne sont pas rémunérés, mais touchent parfois des «honoraires» pour leurs frais accessoires (frais de transport, par exemple).

On n'a pas encore évalué ces programmes, mais des recherches et des entrevues menées à titre officieux font voir des résultats positifs. Les programmes d'enseignement en alternance sont en expansion et on a prévu des fonds supplémentaires pour l'année scolaire en cours 1989-1990.

Québec

L'Université de Sherbrooke offre des programmes coopératifs en génie depuis 1966. Au cours des années 1970, elle a commencé à en offrir en arts puis, au cours des années 1980, en administration des affaires. les universités Laval, McGill, Montréal et Concordia offrent toutes des programmes coopératifs, principalement en science et technologie.

Le Québec a institué en 1986 un programme de «cheminements particuliers de formation» dans le cadre de sa réforme générale de l'enseignement général et professionnel. Les élèves qui accusent un retard d'un an dans leurs études peuvent profiter de cet enseignement individualisé. Pour les moins de 16 ans, le programme vise la formation de base. En 1989, on a conçu et réalisé pour les jeunes de 16 à 18 ans des «cheminements particuliers de formation continue» combinant la formation générale et la formation professionnelle.

Les participants des programmes d'enseignement individualisé passent d'ordinaire deux ans dans un

programme réunissant la formation générale (anglais et français, mathématiques et sciences religieuses), les cours de dynamique de vie (nutrition, sécurité, logement et finances personnelles) et les cours d'initiation au monde du travail (connaissance pratique du monde du travail, compréhension des questions économiques et initiation à l'exercice d'activités professionnelles). À ces éléments d'éducation de base s'ajoute une éducation professionnelle qui prépare l'élève aux emplois n'exigeant pas de compétences particulières. Il s'agit de donner aux participants une formation diversifiée et complète en leur faisant connaître trois activités professionnelles au minimum dans des secteurs non spécialisés qui ne demandent pas le degré de formation que donnent les réseaux ordinaires de formation professionnelle. On organise une alternance études-travail pour assurer un bon transfert des connaissances acquises dans le monde du travail.

Nouveau-Brunswick

Au total, 150 des 500 étudiants en informatique à l'Université du Nouveau-Brunswick participent à un programme d'enseignement coopératif. C'est la seule discipline qui offre cette option.

Dans les écoles secondaires de la province, les élèves de 11e ou de 12e année peuvent profiter de l'enseignement en alternance dans certaines disciplines comme les métiers, la commercialisation, le travail de bureau et le tourisme. On a aussi conçu un programme spécial pour les élèves «à risque». On obtient pour ces cours jusqu'à 2 unités sur les 24 que doit acquérir le diplômé. Les élèves ne sont pas rémunérés, mais l'employeur peut, s'il le désire, offrir des «honoraires» à l'apprenant. Un coordonnateur de l'enseignement coopératif ou des stages pratiques travaille dans chaque district scolaire. La province dispose également de programmes sans unités (crédits) de «pistage» d'emplois et d'exploration professionnelle.

Nouvelle-Écosse

Les universités Acadia, Dalhousie, Saint Mary's et Mount St. Vincent, l'Université technique de Nouvelle-Écosse et le Collège universitaire du Cap Breton offrent des programmes d'enseignement coopératif. Les trois derniers établissements ont des programmes dans la plupart des disciplines, contrairement aux premiers. À l'heure actuelle, il n'y a pas de programmes d'enseignement en alternance dans les collèges communautaires, bien que le conseil chargé d'examiner la situation de l'éducation dans cette province ait récemment fait des recommandations en ce sens au ministre de l'Éducation.

Au niveau secondaire, des fonds du fédéral ont permis de lancer quatre projets dits de démonstration en enseignement par alternance dans autant d'écoles secondaires de la province. Dans la plupart des écoles, les élèves de 11e ou de 12e année qui ont de faibles résultats scolaires peuvent comme par le passé faire des stages pratiques sans unités (crédits). L'étude du conseil d'examen a recommandé que toutes les écoles secondaires offrent l'option «enseignement coopératif» à l'ensemble des élèves.

Île-du-Prince-Édouard

L'Université de l'Île-du-Prince-Édouard offre un programme coopératif en science.

Sur les 4 000 élèves du secondaire dans l'Île-du-Prince-Édouard, 50 participent au seul programme d'enseignement coopératif qui existe (dans un seul établissement). Dans cette école, l'option études-travail existe pour toutes les matières, mais est surtout destinée aux élèves de 12e année. Les apprenants ne reçoivent ni paie ni «honoraires» pour leur travail, à moins que celui-ci ne se fasse après l'école. La province n'a pas encore évalué son programme et ne prévoit pas l'étendre pour l'instant.

Le Collège Holland, dont il sera question dans la section qui suit, est le seul établissement d'enseignement postsecondaire de l'Île-du-Prince-Édouard qui dispose de programmes d'enseignement coopératif.

Terre-Neuve

À l'Université Memorial, 1 400 étudiants sont inscrits à des programmes d'enseignement coopératif menant à un baccalauréat en génie ou en commerce. On prévoit actuellement une option «enseignement en alternance» pour les étudiants en psychologie au niveau des 2e et 3e cycles, ainsi que pour les étudiants handicapés de toutes les disciplines. Un

collège technique, l'Institut Cabot, aura un programme études-travail en informatique en septembre 1990. À l'heure actuelle, le Marine Institute a 10 élèves inscrits à un programme de formation technique en alternance dans le domaine du génie industriel.

La plupart des écoles secondaires de Terre-Neuve offrent des programmes d'études-travail ou de stages pratiques. Ces programmes sans unités ne sont pas nécessairement liés aux disciplines enseignées. La majorité des participants sont des élèves connaissant des difficultés d'apprentissage au niveau 1 ou 2 (10e et 11e années).

Territoires du Nord-Ouest

Sur le modèle des programmes scolaires de base de l'Alberta, cette région offre des programmes de stages pratiques dans 5 des 9 écoles accueillant des élèves de 10e, 11e et 12e année. Pendant l'année scolaire 1987-1988, environ 41 % de l'effectif total de la 10e année était inscrit à de tels programmes, contre 31 % pour la 11e année et 12 % pour la 12e. Ces cours prévoient jusqu'à 125 heures de séjour en milieu de travail et donnent des unités (crédits) pour le diplôme. Sur les 1 403 élèves du secondaire dans les Territoires du Nord-Ouest, 29,2 % participaient à des programmes de stages pratiques.

Yukon

Le Collège du Yukon offre des programmes coopératifs.

Des programmes de stages pratiques existent dans quelques-unes des 9 écoles secondaires, mais sont principalement destinés aux élèves de Whitehorse qui ont des besoins spéciaux. Ils ne donnent pas d'unités pour le diplôme de 12e année. Sur un total de 1 760 élèves du secondaire, environ 130 font des études avec stages pratiques. On espère étendre le plus tôt possible le modèle d'enseignement coopératif ou de stages pratiques à tous les programmes du Yukon.

Exemples de programmes réussis

Collège Holland, Île-du-Prince-Édouard

Depuis plusieurs années, le Collège Holland de l'Île-du-Prince-Édouard s'occupe de formation professionnelle en alternance. Il offre un large éventail d'options d'études, notamment dans les arts appliqués, la technologie, les métiers (de l'enseignement professionnel) et l'éducation des adultes. La conception de programmes s'y appuie sur la constatation que font les employeurs des compétences dont ils ont besoin pour assurer le succès de leur entreprise. Les enseignants ont à la fois des titres scolaires et une expérience professionnelle. On simule en classe le monde du travail et le cadre professionnel et tous les programmes exigent une formation sur le tas chez les principaux employeurs de la région de l'Atlantique. Des conseillers veillent à ce que les programmes répondent aux aspirations et aux besoins personnels des apprenants.

Université de Waterloo, Ontario

À l'origine, il y avait à l'Université de Waterloo un programme d'enseignement coopératif dans le domaine du génie qui a joué un grand rôle dans sa création. C'est le premier établissement postsecondaire canadien qui ait fait de l'enseignement en alternance. L'université accueille environ 85 % de tous les étudiants inscrits à un programme universitaire d'enseignement coopératif sur le territoire ontarien. En importance, c'est le deuxième établissement d'enseignement en alternance du monde. Les programmes portent sur les arts, les sciences appliquées, les sciences pures, les études environnementales et les mathématiques.

Conseil scolaire de Scarborough

Le programme géré par le Conseil scolaire de Scarborough compte parmi les rares programmes qui aient été soigneusement étudiés et évalués. Il a valeur d'étalon pour d'autres initiatives semblables prises dans tout le pays.

Ce conseil scolaire dispose depuis longtemps d'un programme d'enseignement en alternance. Toutes les écoles secondaires offrent actuellement une option études-travail pour l'ensemble de leurs cours aux élèves de 11e et de 12e année.

Une étude récente du programme[1] pour le compte du Conseil a permis de constater que l'apprenant type était une élève de 11e ou de 12e année dans un institut collégial qui réussissait généralement bien dans des matières de niveau avancé. Elle a aussi fait voir que les apprenants de sexe masculin, qui constituent le tiers de l'effectif du programme, ont trois fois plus de chances que les femmes de fréquenter un institut à vocation commerciale et technique ou une école secondaire et quatre fois plus de chances de suivre des cours de base. Il semblerait qu'il y a deux clientèles distinctes pour les programmes d'enseignement en alternance.

Les données de fréquence de l'étude paraissent également indiquer que certaines populations d'élèves peuvent être sous-représentées dans ces programmes : jeunes de 15 et 16 ans (âge de sortie), élèves de sexe masculin qui réussissent bien et élèves de sexe féminin qui ont des résultats médiocres.

Les stages du programme études-travail s'en tiennent aux clivages professionnels habituels selon le sexe. Ainsi, 22,4 % des apprenants ont fait un stage dans un bureau et 6,4 %, dans un atelier d'usinage. Dans ce dernier cas, il s'agissait de 20,6 % de tous les apprenants de sexe masculin et il n'y avait pas de femmes dans le groupe. En revanche, 10,8 % des élèves de sexe féminin avaient fait un stage dans un hôpital, contre une proportion de 3,1 % seulement pour les élèves de sexe masculin. Les stages en milieu de travail suivent les clivages professionnels du marché du travail et ne concourent nullement à éliminer les déséquilibres sur ce plan.

La majorité des apprenants des programmes d'enseignement coopératif avaient une certaine expérience professionnelle. Beaucoup avaient un emploi permanent à temps partiel pendant leurs études. Pour ces élèves, l'expérience directe du travail ne comptait pas nécessairement parmi les avantages de la participation à un tel programme.

En général, les apprenants auraient tendance à recommander le programme études-travail à d'autres, même si 54 % d'entre eux ne croyaient pas que les stages en milieu de travail favorisent le rendement scolaire. De plus, la plupart des élèves interrogés ne voyaient pas de lien direct entre leurs études et les stages.

Le Conseil scolaire de Scarborough a pour règle d'interdire toute rémunération des apprenants en période de travail. L'entreprise participante peut rembourser l'intéressé de ses frais, lui verser une allocation ou des «honoraires» si elle le désire.

Les auteurs de l'étude se sont aussi intéressés aux apprenants handicapés. Comme la plupart fréquentaient la même école dans la division scolaire, une analyse distincte de leurs résultats a permis de dégager un certain nombre de différences dignes de mention : les apprenants se répartissaient à peu près également entre les deux sexes; ils n'avaient normalement pas d'expérience professionnelle avant de s'inscrire au programme; ils avaient en moyenne un an de plus que les autres; ils avaient plus de chances d'étudier dans des disciplines techniques; ils croyaient plus à l'utilité des stages en milieu de travail.

Comités locaux de formation

Certaines localités ont créé des comités de coordination des mesures visant à répondre à leurs besoins de formation constatés. Ces organes se composent habituellement de représentants des milieux d'affaires, des syndicats, des conseils scolaires, des collèges communautaires et de groupes spéciaux comme les organismes féminins.

Nés souvent des pénuries de compétences ou de la fermeture d'une importante entreprise de la région, ces comités locaux se sont d'abord entendus sur le tableau des besoins de formation et ont ensuite entrepris des démarches auprès des pouvoirs publics (au niveau local, provincial ou fédéral) pour en obtenir de l'aide.

Le gouvernement fédéral (par l'intermédiaire d'Emploi et Immigration Canada) et certaines provinces (grâce à leurs programmes de formation professionnelle) peuvent apporter une aide financière à la création de tels organes.

Hamilton a une longue expérience des comités locaux de formation. Il en compte trois qui travaillent bien ensemble et s'occupent chacun d'une partie des problèmes d'analyse et de solution des problèmes de formation que peut connaître cette région fortement industrialisée :

Comité consultatif de formation professionnelle Hamilton-Wentworth

- Joue un rôle de coordination et de liaison avec d'autres secteurs et d'autres organismes locaux : conseils du travail, conseils scolaires, chambre de commerce, Mohawk College, Université McMaster, conseil industrie-enseignement, administration régionale, gouvernement provincial, gouvernement fédéral, comités consultatifs locaux, associations et organismes du secteur privé.
- Constate les pénuries locales de compétences et prévoit les besoins d'ouvriers qualifiés pour l'avenir
- Fait l'inventaire des ressources locales
- Examine et évalue l'efficacité des programmes en place
- Étudie les nouvelles méthodes de formation et recommande des modes de conception et d'exécution de programmes de formation
- Conseille les gouvernements fédéral et provincial en matière de besoins et d'affectation des fonds de formation publics
- Amène les chefs d'entreprise et les dirigeants syndicaux à voir que la formation est une responsabilité de tous les secteurs de la collectivité
- Fait mieux connaître les compétences et les carrières techniques au primaire (dernières années) et au secondaire et dans le grand public; encourage les éducateurs à rechercher la formation nécessaire à la promotion de l'acquisition de ces compétences.

Le Comité lance actuellement des programmes et des activités de perfectionnement dans les secteurs de la fabrication, des services de santé, de l'automobile, du chauffage, de la réfrigération et de la climatisation, de l'électronique, des services d'accueil et de la construction. Il parraine en outre des «Olympiques de la formation professionnelle» auxquelles participent 6 000 élèves, 8 conseils scolaires et plus de 30 industries.

Avec l'aide de groupes du secteur privé, il élabore des présentations générales que les employeurs destineront aux élèves, aux orienteurs, aux enseignants et aux directeurs d'école.

Conseil industrie-enseignement Hamilton-Wentworth (Hamilton-Wentworth Industry-Education Council)

Le Conseil industrie-enseignement est un organisme à but non lucratif qui aide les écoles à apparier ressources locales, d'une part, et besoins en enseignants et en élèves, d'autre part, en vue de faciliter la transition de l'école au travail pour les jeunes. Il a vu le jour il y a neuf ans et c'est le premier du genre au Canada. Le conseil d'administration de l'organisme comprend des représentants des milieux d'affaires, des syndicats, de tous les niveaux de gouvernement, des établissements d'enseignement et d'autres organismes locaux. Voici quelques-unes de ses initiatives :

Il parraine une manifestation annuelle appelée Carrières contemporaines pour les femmes; plus de 3 500 jeunes filles de 8e et de 10e année ont ainsi eu l'occasion de rencontrer 400 femmes qui ont réussi à se tailler une place dans des professions non traditionnelles.

Il a entrepris des projets pilotes à l'échelle nationale en vue de procurer une certaine expérience professionnelle aux adolescents souffrant d'un handicap physique ou mental.

Il a constitué un répertoire de ressources professionnelles qui établit le lien entre l'école et le monde du travail et grâce auquel 300 employeurs bénévoles parlent de professions précises aux élèves et aux enseignants.

Il a mis en route les programmes Partenaires en éducation et Adopter une école pour apparier les

écoles et les entreprises dans un examen des besoins propres à l'un et l'autre des partenaires.

La CEIC parraine un Programme d'ateliers d'initiation au travail qui s'adresse aux «sortants» récents. Ce programme repose sur une collaboration des entreprises et des syndicats locaux et offre des ateliers, des stages pratiques et une aide en planification de carrière.

Centre de consultation des entreprises Hamilton-Wentworth

Le Centre de consultation des entreprises Hamilton-Wentworth est un organisme communautaire à but non lucratif qui conseille les petites et moyennes entreprises établies ou nouvelles en matière de gestion et de planification de ressources techniques et humaines. Le conseil d'administration du Centre comprend des représentants des entreprises, des syndicats, des gouvernements, des établissements d'enseignement et des organismes communautaires.

Mohawk College of Applied Arts and Technology

Le Mohawk College de Hamilton, en Ontario, a souvent été à l'avant-garde des programmes novateurs de formation. À la demande de l'industrie, il a fortement contribué à l'établissement de programmes de formation pour le Comité consultatif de formation professionnelle Hamilton-Wentworth.

Ce collège assortit un grand nombre de ses cours d'une option «enseignement coopératif» et soutient ce modèle d'enseignement aussi bien au secondaire qu'au collégial. Dans une communication sur la Stratégie nationale de mise en valeur de la main-d'oeuvre, il a recommandé un resserrement des liens entre ces deux niveaux d'enseignement et une place privilégiée pour les programmes d'apprentissage. Il a toutefois dit que l'apprentissage devait être repensé et recommandé que l'on allonge la liste des professions visées par ces programmes et les programmes d'enseignement en alternance.

Il voit dans le modèle d'enseignement coopératif un bon moyen de rapprocher les entreprises et les syndicats et d'encourager le «pragmatisme» dans l'élaboration de programmes d'études. Il croit que de tels cours plaisent aux élèves, sont bons pour la motivation et élèvent les taux de persévérance scolaire. Au nombre des autres avantages, il mentionne la possibilité pour les femmes de se former dans des secteurs non traditionnels et pour les handicapés d'acquérir une certaine expérience du travail, ainsi qu'une meilleure exploitation à l'année des ressources collégiales.

Il fait ressortir la nécessité pour les employeurs et les coordonnateurs de l'enseignement en alternance d'élaborer de bons exposés de fonctions pour que l'expérience d'apprentissage en milieu de travail puisse être efficacement intégrée aux programmes d'études. Il pense que l'industrie doit être mieux sensibilisée aux avantages de ce type d'enseignement. Les employeurs ont en effet l'occasion de bien faire voir les possibilités de carrière qui s'offrent dans leur entreprise.

Note:

[1] E.W. Cheng, Charlene Moore, Learners Taking Co-operative Education in Scarborough: Their Background Characteristics and Placement Experience (Conseil scolaire de Scarborough, décembre 1988).

Le réseau de Scarborough est constitué d'instituts collégiaux pour ceux qui suivent des cours scolaires, d'instituts commerciaux et techniques pour ceux qui se spécialisent dans les domaines des affaires et de la technologie, et d'écoles secondaires qui offrent une

RÉSUMÉ DES COÛTS ET DES AVANTAGES DE L'ENSEIGNEMENT COOPÉRATIF

Collectivité

Coûts

Finances

À court terme, il faudra dégager des ressources financières pour la réalisation d'un programme coopératif.

Administration

Pour être efficace, un programme coopératif exigera des établissements d'enseignement un minimum d'administration.

Coordination

Les programmes d'enseignement coopératif exigent une consultation et une coordination poussées des conseils scolaires, du personnel enseignant, des établissements d'enseignement, des employeurs, des représentants syndicaux, des organismes de financement du secteur public et des apprenants.

Avantages

Élargit le «laboratoire d'apprentissage»

Les élèves des programmes d'enseignement coopératif apprennent à utiliser des machines, du matériel et des techniques qu'ils ne pourront trouver dans les établissements d'enseignement. Beaucoup acquièrent une expérience pratique de l'esprit d'entreprise avec ses défis et ses possibilités. Ils rapportent du milieu de travail des expériences professionnelles dont ils pourront parler en classe.

«Étire» le dollar du contribuable au niveau des collèges et des universités

Les étudiants des programmes collégiaux ou universitaires d'enseignement coopératif comptent moins sur les services et les programmes spéciaux de financement de l'État. Avec le revenu des périodes de travail, ils paient de l'impôt et versent des cotisations à la caisse d'assurance-chômage et au Régime de pensions du Canada. Ils ont aussi moins besoin d'une aide financière, ce qui permet de laisser plus utilement à leurs collègues les fonds de l'aide aux étudiants. Les élèves de l'enseignement en alternance peuvent payer leurs propres études et le revenu qu'ils touchent les rend habituellement inadmissibles aux prestations du Bureau de l'aide financière, dont profiteront davantage les autres étudiants.

Favorise la communication

Les programmes d'enseignement coopératif sont excellents pour les relations communautaires à cause de l'interaction étroite et fréquente des internants. Tous peuvent ainsi mieux répondre aux besoins économiques et sociaux de la collectivité.

Apprenants (niveau postsecondaire)

Coûts au niveau collégial et universitaire

Piètre choix de cours

Au printemps et à l'été, les élèves peuvent avoir un piètre choix de cours, les établissements d'enseignement réduisant les activités pendant l'absence des apprenants coopératifs.

Durée du programme

À cause du temps à consacrer aux périodes de travail dans le cadre de l'enseignement coopératif, les programmes d'études sont plus longs dans l'ensemble que les programmes ordinaires.

Logement

Il est difficile de trouver de l'hébergement pour une période de travail de quatre mois.

Possibilités restreintes d'activités parascolaires

Les apprenants coopératifs ont moins de chances que les autres élèves de faire du sport ou de se livrer à d'autres activités.

Frais de déménagement

Les séjours en milieu de travail (s'il faut quitter le lieu où se trouve l'établissement d'enseignement) peuvent occasionner des frais de déménagement élevés.

Frais d'études

Les programmes d'enseignement coopératif entraînent des frais supplémentaires pour l'élève.

Avantages

Facilite le passage de l'école au travail

L'enseignement coopératif prépare les élèves au monde du travail et accroît leur employabilité. Les statistiques révèlent que les taux de placement sont plus élevés chez les apprenants des programmes d'enseignement en alternance que chez les élèves des programmes ordinaires.

Permet d'explorer les carrières et d'en planifier le cheminement

Les apprenants sont en mesure d'exploiter et d'évaluer diverses possibilités pendant leurs périodes de travail dans le cadre de l'enseignement en alternance.

Permet de mettre en pratique aptitudes et connaissances

Les apprenants peuvent lier la théorie à la pratique et appliquer les compétences acquises dans un cadre que ne peut reproduire l'établissement d'enseignement.

Offre une expérience professionnelle

L'enseignement coopératif permet aux apprenants d'allier aux compétences acquises à l'école une expérience utile qu'apprécient les employeurs.

Permet de toucher un revenu aux niveaux collégial et universitaire

Les périodes de travail rémunéré dans le cadre de l'enseignement coopératif aident les apprenants à acquitter leurs frais d'études et de subsistance.

Améliore l'apprentissage

Plus les apprenants comprennent les conditions du milieu de travail, plus leur motivation et leur rendement scolaire s'améliorent. Ils en arrivent à bien voir le lien entre les études, l'acquisition de compétences professionnelles et le succès dans la carrière.

Apprenants (école secondaire)

Coûts

Possibilités restreintes d'activités parascolaires

Les apprenants des programmes d'enseignement coopératif ou de stages pratiques peuvent avoir moins de temps à consacrer aux sports et à d'autres activités qu'exercent les élèves des programmes ordinaires.

Choix de cours

Comme ils passent plus de temps en milieu de travail, les apprenants peuvent ne pas s'inscrire à certains cours qui auraient enrichi leurs perspectives de carrière.

Avantages

Facilite le passage de l'école au travail

Les programmes d'enseignement coopératif et de stages pratiques peuvent préparer les apprenants au monde du travail et accroître leur employabilité.

Permet d'explorer les carrières

Les apprenants acquièrent une expérience directe du milieu de travail et des possibilités qui s'offrent en matière scolaire et professionnelle.

Permet de mettre en pratique les aptitudes et les connaissances

Les apprenants peuvent lier la théorie à la pratique et éprouver leurs compétences dans un cadre qui ne peut être reproduit en classe.

Améliore l'apprentissage

La motivation et les progrès scolaires sont meilleurs si l'apprenant voit bien le lien entre les études, l'acquisition de compétences et le succès dans la carrière; les chances sont meilleures qu'il poursuive ses études au niveau postsecondaire.

Donne des unités (accumulation de crédits)

En restant à l'école, l'apprenant obtient des unités (crédits) pour une expérience professionnelle qui, dans bien des cas, compte dans l'obtention d'un diplôme.

Apprenants (personnes occupées et chômeurs)

Coûts

Changement de mode de vie

L'apprenant qui s'inscrit à un programme d'enseignement coopératif s'expose à des perturbations ou à des changements de mode de vie (séparation de la famille, frais supplémentaires ne faisant pas l'objet d'un remboursement, nouvelles ponctions sur son temps, etc.).

Retour à l'école

L'apprenant peut trouver difficile la réadaptation à l'école après une absence aussi longue.

Charges financières

Un certain nombre d'apprenants ne seront pas admissibles à une aide financière (assurance-chômage, aide sociale, subventions «patronales», etc.). Ils devront ainsi supporter tout le coût du programme.

Avantages

Donne certaines possibilités

Les apprenants ont la possibilité de se perfectionner ou d'acquérir de nouvelles compétences.

Ils sont en mesure de faire de l'exploration de carrières.

Ils sont également en mesure d'appliquer de nouvelles idées en milieu de travail.

Ils peuvent partager l'expérience acquise avec les autres élèves en classe.

Favorise l'apprentissage permanent

La participation à un programme d'enseignement coopératif peut faire voir aux apprenants les vertus de l'apprentissage permanent.

Employeurs

Coûts

Formation

Pour l'employeur qui forme des élèves en enseignement coopératif, il y a un coût à payer en argent et en temps. Par la nature même du programme, il ne pourra disposer des apprenants que pendant une courte période.

Accroissement des coûts de surveillance

Il faut prévoir une augmentation des charges de supervision à cause de l'arrivée périodique d'apprenants inexpérimentés.

Frais de déplacement des apprenants aux niveaux collégial et universitaire

Les employeurs peuvent aussi prendre en charge les frais de déplacement des apprenants entre leur domicile et le lieu de travail.

Avantages

Rend le recrutement plus efficace

L'enseignement coopératif réduit les frais de recrutement des employeurs et le roulement du personnel. Ajoutons que la formation des nouveaux travailleurs qui ont déjà participé à un programme d'enseignement en alternance durera moins longtemps. Et les employeurs et les apprenants apprécient les périodes de travail qui sont un peu comme une «entrevue prolongée». De plus, les programmes études-travail permettent aux entreprises de disposer d'élèves bien formés pour leurs besoins à court terme et leurs projets. Cet aspect pourrait être de plus en plus important, l'évolution démographique diminuant le réservoir de jeunes gens.

Permet de mettre en valeur les ressources humaines

Par l'enseignement coopératif, les employeurs peuvent s'assurer que les apprenants développent leurs compétences techniques, tout en acquérant une attitude réaliste à l'égard du travail. Le personnel permanent est en mesure d'exercer des activités moins subalternes et des fonctions de surveillance.

Permet d'être plus productif plus tôt

L'enseignement coopératif donne aux apprenants non seulement l'expérience professionnelle que les employeurs recherchent, mais aussi une plus grande capacité de fournir le rendement exigé.

Assure une formation utile

Grâce aux stages des programmes d'enseignement coopératif, les employeurs peuvent donner une formation utile à leurs futurs salariés. À la faveur d'un dialogue constant avec les collèges, les employeurs participants ont leur mot à dire en ce qui concerne le contenu des cours et des programmes.

Syndicats

Coûts

Remplacement des emplois

Pourrait suppléer aux emplois actuels ou futurs des travailleurs ordinaires ou en réduire le nombre.

Avantages

Permet un perfectionnement professionnel

Utile non seulement aux élèves, mais aussi aux travailleurs en quête d'un perfectionnement professionnel à l'école.

Est la source de nouvelles perspectives pour le milieu de travail

Apporte de nouvelles idées en milieu de travail.

Le formateur en milieu de travail acquiert de nouvelles compétences en formation et en supervision, ce qui améliore sa situation et sa satisfaction dans l'accomplissement des tâches de formation.

Les collègues de travail des stagiaires coopératifs peuvent jouer un rôle actif dans la conception et le contrôle des programmes.

Syndicats

Les apprenants peuvent mieux connaître le rôle des syndicats en milieu de travail.

Les programmes d'enseignement coopératif donnent des possibilités de participation communautaire.

Collèges et universités

Coûts

Frais de programmes

Il faudrait disposer de sommes supplémentaires pour mettre en route des programmes d'enseignement coopératif. Les fonds d'exploitation (courante) pourraient venir des budgets actuels.

Surutilisation des moyens matériels

L'enseignement coopératif pourrait amener une surutilisation des moyens matériels des établissements d'enseignement.

Cours offerts

Dans le cycle de l'enseignement coopératif, les apprenants ont tendance à suivre les cours à l'automne et à faire les stages en milieu de travail au printemps. C'est pourquoi il peut être difficile de justifier le maintien de tous les cours offerts pendant que les apprenants coopératifs sont ailleurs en période de travail.

Avantages

Garantit l'utilité des programmes

Par la participation des enseignants, du personnel et des apprenants, l'établissement d'enseignement reste en contact étroit avec les entreprises et l'industrie. Cette amélioration des communications permet de mieux aligner les programmes d'études et la formation en classe sur les objectifs professionnels des apprenants et les exigences des employeurs à l'égard de leurs travailleurs.

Améliore la qualité de l'enseignement

L'enseignement coopératif améliore la motivation des apprenants et l'apprentissage en classe. Les élèves font part de leurs expériences aux autres élèves et aux enseignants. De plus, les formateurs ont l'occasion de s'enrichir professionnellement par les visites qu'ils font en milieu de travail.

Accroît la persévérance scolaire des apprenants

Grâce à l'enseignement coopératif, les apprenants constatent mieux la valeur et l'importance de l'éducation. Ils voient plus l'intérêt de retourner à l'école pour mener leurs études à terme.

Permet une utilisation efficace des ressources

Comme il s'étend sur toute l'année, l'enseignement coopératif permet de mieux exploiter les ressources matérielles et pédagogiques de l'établissement. L'échelonnement des arrivées et les alternances études-travail diminuent le besoin d'immobilisations supplémentaires.

Facilite le recrutement d'apprenants

Les programmes d'enseignement coopératif attirent les élèves. Beaucoup d'entre eux ont fait l'expérience de la formation en alternance à l'école secondaire et désirent la reprendre au niveau collégial. Nombre de femmes qui retournent sur le marché du travail préfèrent s'inscrire à des programmes d'enseignement coopératif.

Écoles secondaires

Coûts

Création de cours

Création de nouveaux cours à unités (crédits).

Frais de programmes

Il faut disposer de sommes supplémentaires pour mettre en route des programmes d'enseignement coopératif. Les fonds d'exploitation (courante) pourraient venir des budgets actuels.

Avantages

Garantit l'utilité des programmes

Établit un lien plus réaliste entre l'apprentissage en classe et les besoins en milieu de travail.

Permet de mettre en valeur les ressources humaines

Les enseignants apprennent à mieux connaître les nouvelles techniques utilisées dans les entreprises grâce aux visites en milieu de travail.

Accroît la persévérance scolaire des apprenants

Maintient le lien entre l'école et les apprenants.

Matériel

Il n'est plus nécessaire d'acheter du matériel moderne et coûteux pour la formation en classe.

DÉFIS ET RECOMMANDATIONS

Le Groupe de travail sur l'enseignement coopératif appuie la décision unanime du Comité de direction du Centre canadien du marché du travail et de la productivité et se dit d'avis que la caisse d'assurance-chômage, qu'alimentent les cotisations salariales et patronales, devrait exclusivement servir à protéger le revenu des particuliers, et notamment des gens en formation.

Définition de l'enseignement coopératif

Recommandation 1

L'enseignement coopératif vise à donner à l'apprenant les compétences nécessaires pour réaliser ses propres aspirations professionnelles et répondre aux demandes du marché du travail.

Compte tenu de cet objectif et de la nécessité d'arrêter une définition complète et uniforme de l'enseignement coopératif, le GROUPE DE TRAVAIL SUR L'ENSEIGNEMENT COOPÉRATIF RECOMMANDE que le gouvernement fédéral adopte l'énoncé suivant :

"L'enseignement coopératif est un système d'apprentissage privilégié qui joint les études théoriques ou en établissement à l'exécution par l'apprenant de tâches réelles en milieu de travail."

Avant de s'inscrire à un programme d'enseignement coopératif, l'apprenant peut :

- *fréquenter l'école secondaire*
- *fréquenter le collège ou l'université*
- *se trouver en milieu de travail et avoir besoin d'un perfectionnement ou d'un recyclage*
- *être chômeur.*

Le programme doit comporter des objectifs et un plan de formation en milieu de travail élaborés de concert par :

- *l'employeur*
- *les syndicats*
- *l'université, le collège ou l'école secondaire l'apprenant*
- *les organismes communautaires appropriés.*

Le plan de formation doit prévoir les éléments suivants :

- *des programmes individualisés à objectifs clairement formulés et précis;*
- *un partage du temps entre les études proprement dites et l'apprentissage en milieu de travail;*
- *ce que doit enseigner le formateur en milieu de travail;*
- *une rémunération en rapport avec le niveau des tâches exécutées;*
- *un engagement que l'affectation de l'apprenant en milieu de travail ne chassera pas de leur emploi les salariés en place ou licenciés;*
- *une surveillance et un contrôle des périodes de travail par le moniteur en milieu de travail et les représentants des syndicats et de l'établissement d'enseignement;*
- *une évaluation des résultats par les intervenants du programme mentionnés plus haut;*
- *une orientation et une consultation professionnelles par l'enseignant, le moniteur ou l'orienteur et d'autres agents du milieu de travail ou des syndicats;*
- *un accès égal et exempt de discrimination aux programmes pour les gens qui désirent suivre le modèle de l'enseignement coopératif.*

Financement

Dans tout le Canada, les éducateurs conviennent de plus en plus que les programmes d'enseignement coopératif au niveau secondaire aident à garder les jeunes en milieu scolaire. On ne dispose pas d'études de corroboration, mais on s'accorde généralement à dire que même ceux qui quittent l'école avant la fin de leurs études seraient mieux armés s'ils avaient participé à un programme d'enseignement en alternance ou de stages pratiques.

À cause des tâches accrues de surveillance et de planification et des visites à faire en milieu de travail, bien des programmes d'enseignement coopératif ont besoin de plus de fonds que les programmes ordinaires. Si l'enseignement en alternance représente vraiment une stratégie d'enseignement importante pour la gestion du marché du travail, les gouvernements ont sûrement intérêt à examiner comment ils pourraient l'appuyer convenablement sur le plan financier.

Pour maintenir les programmes en place et en créer d'autres, on doit trouver de nouveaux modes de financement. Aux premiers stades d'un programme, le gros des fonds devrait aller à l'élaboration de programmes d'études et aux activités de démarrage. Une fois le programme établi, il faut de l'argent pour l'adapter à l'évolution des besoins.

On doit se soucier tout particulièrement des inégalités régionales au pays et dans les provinces. Les besoins d'aide financière en matière d'établissement et de maintien de programmes peuvent être plus grands dans certaines régions que dans d'autres. Il y a des régions qui ne peuvent offrir aux apprenants le type de compétence ou d'emploi qu'ils désirent. Dans d'autres, les employeurs souffrent de pénuries de compétences. Dans des situations de ce genre, une aide financière supplémentaire sous la forme d'allocations de transport ou de réinstallation pourrait encourager les apprenants à s'inscrire à des programmes dans une autre localité. Comme l'a fait remarquer un éducateur, nos programmes de stages pratiques à l'école secondaire sont particulièrement utiles aux jeunes gens des régions moins peuplées. Ils sont transportés en autobus à leur lieu de travail et ils ont ainsi la chance de découvrir des emplois dont ils n'auraient peut-être même pas été conscients.

Reconnaissant que le rôle du gouvernement fédéral, par l'intermédiaire d'Emploi et Immigration Canada, a consisté à procurer des fonds d'établissement et d'amorçage aux établissements d'enseignement en vue de la création de programmes d'enseignement coopératif (les frais d'exploitation de ces programmes étant à la charge des provinces et des établissements eux-mêmes), le GROUPE DE TRAVAIL RECOMMANDE :

Recommandation 2

Que le rôle du fédéral en matière de soutien des programmes d'enseignement coopératif ne vise pas les frais d'exploitation courante de ces programmes dans les établissements d'enseignement et se limite comme par le passé à l'octroi de fonds de démarrage.

Le Groupe de travail reconnaît qu'au niveau postsecondaire et secondaire et en milieu de travail, les programmes d'enseignement coopératif ont vraiment aidé les apprenants à combler le fossé entre l'école et le travail et à acquérir des connaissances adaptées à la nature des diverses professions et industries. Ces programmes peuvent inciter les jeunes gens à poursuivre leurs études ou leur formation et font généralement voir l'intérêt d'un apprentissage permanent. Nous croyons que les programmes d'enseignement coopératif à ces trois niveaux devraient demeurer admissibles à l'aide du fédéral.

Nous sommes aussi d'avis qu'on devrait attacher une importance toute particulière à l'établissement de programmes d'enseignement coopératif au niveau secondaire autant pour dissuader les apprenants de quitter l'école trop tôt que pour mieux faire connaître aux jeunes le marché du travail et les diverses professions. C'est pourquoi le GROUPE DE TRAVAIL RECOMMANDE :

Recommandation 3

Que les gouvernements privilégient les propositions qui visent à aider les jeunes gens au niveau secondaire, ainsi que les adultes, à passer de

l'école au travail, à terminer leurs études secondaires et à mieux connaître les possibilités et les cadres professionnels.

Reconnaissant de plus les inégalités régionales entre et dans les diverses provinces ou territoires du Canada, le GROUPE DE TRAVAIL RECOMMANDE :

Recommandation 4

Qu'on apporte une aide financière sous forme d'allocations de déménagement et de transport aux apprenants des régions aux possibilités restreintes qui doivent ou désirent s'inscrire à des programmes d'enseignement coopératif dans une autre région.

Qualité des programmes

On s'interroge sur la qualité des programmes sur le plan des compétences des enseignants, de l'importance accordée à la planification et de la qualité de la surveillance sur place. Pour garantir la qualité et le succès de ces programmes, on doit montrer aux enseignants, aux coordonnateurs et aux formateurs dans l'entreprise comment exploiter le mieux possible les possibilités d'apprentissage en milieu de travail.

À cause de la diminution des inscriptions et de l'obligation (énoncée dans les contrats de travail) de donner un nombre déterminé de cours, les enseignants se retrouvent souvent dans des programmes d'enseignement coopératif ou de stages pratiques sans une formation suffisante et sans avoir eu le temps de préparer leur enseignement.

Il est essentiel d'organiser une formation qui réponde aux besoins des intéressés, du côté aussi bien des apprenants que des entreprises. Il faut que les enseignants et les coordonnateurs fassent directement l'expérience du milieu de travail s'ils veulent en comprendre pleinement les besoins et les exigences en matière de compétences. Dans certaines provinces, et notamment en Ontario, il existe divers programmes de formation des enseignants ou des coordonnateurs à de nouvelles tâches comme le recrutement d'employeurs, la mise à contribution des syndicats, l'élaboration de programmes ou de plans de formation individualisés, etc.

L'expérience professionnelle procurée aux participants des programmes devrait être liée à leur carrière et aux besoins du marché du travail. Elle devrait leur faire connaître un certain nombre de compétences. D'après une étude réalisée récemment aux États-Unis, 80 % des diplômés d'école secondaire ont déjà fait l'expérience du travail à cause non pas de programmes d'enseignement coopératif répandus, mais des emplois à temps partiel qu'ils ont occupés (de 10 à 30 heures par semaine) pendant qu'ils fréquentaient l'école. Une autre étude nous indique que 66 % des jeunes de 16 ou 17 ans aux États-Unis font partie de la population active, contre 37 % au Canada, 20 % en Suède et 2 % au Japon. Dans l'étude américaine, les emplois que trouvaient généralement ces jeunes gens ne leur donnaient pas la possibilité de mettre en pratique les connaissances acquises à l'école ou de s'exercer à prendre des décisions. De telles études semblent nous indiquer qu'il faut plus qu'une simple expérience du travail, la majorité des apprenants acquérant déjà cette expérience dans un emploi après l'école. S'il entend réaliser ses objectifs, l'enseignement en alternance doit être une démarche planifiée qui donne l'occasion aux élèves d'établir un lien entre ce qu'ils apprennent à l'école et le monde du travail, possibilité qu'offre sans doute moins un simple contact avec le travail qu'une bonne expérience d'apprentissage.

On doit évaluer les programmes pour s'assurer qu'ils réalisent les objectifs généraux de l'enseignement coopératif. Jusqu'à présent, il y a eu très peu d'évaluations en bonne et due forme. Comme pour tout programme soumis à une planification stratégique, la valeur, l'utilité et l'efficacité ne sont acquises que si on prend soin d'examiner attentivement les effets du programme.

Avec l'expansion des programmes d'enseignement coopératif, il faudra former davantage et mieux les enseignants et les coordonnateurs qui participent à leur conception et à leur réalisation. Le Groupe de travail croit que l'insuffisance de cette formation peut constituer une sérieuse entrave à l'efficacité des programmes en place. C'est pourquoi le GROUPE DE TRAVAIL RECOMMANDE :

Recommandation 5

Qu'on prélève de modestes sommes sur les fonds d'établissement affectés par le gouvernement fédéral aux programmes d'enseignement coopératif pour aider à améliorer la formation des coordonnateurs et des autres éducateurs chargés de planifier et de surveiller les stages des apprenants en milieu de travail. Éducateurs et coordonnateurs devraient être mis en contact direct avec le milieu de travail et acquérir une connaissance du mouvement ouvrier.

Recommandation 6

Que les gouvernements et les établissements fassent en sorte que les programmes d'enseignement coopératif et de stages pratiques fassent l'objet d'un contrôle et d'une évaluation en vue de garantir que les expériences d'apprentissage correspondront aux objectifs fixés.

Égalité d'accès

Les études nous indiquent que le genre de personnes qui participent aux programmes d'enseignement coopératif varie considérablement selon les régions (des établissements où sont créés de tels programmes) et les objectifs de l'enseignement en alternance. On peut toutefois dire qu'hommes et femmes sont systématiquement éduqués, formés et embauchés dans les professions traditionnelles. D'après les prévisions pour les 10 ou 20 prochaines années, les taux d'activité féminine continueront à augmenter et les employeurs compteront sur les femmes pour faire le plein de travailleurs dans un nombre croissant de professions. Il y a malheureusement aussi cette tendance de la population féminine à occuper des emplois mal rémunérés ou à temps partiel dans les services, les bureaux ou le commerce.

D'autres groupes défavorisés sont également sous-représentés dans diverses professions à cause des pratiques et des politiques habituelles d'embauche. Le Conseil scolaire de Scarborough sait par expérience que des groupes cibles comme les handicapés peuvent tirer parti des possibilités particulières qu'on peut leur offrir.

Des programmes spécialement conçus peuvent vraiment servir à mettre en valeur les professions non traditionnelles auprès des femmes et à diriger et faciliter l'entrée de participantes dans ces professions. Les programmes d'enseignement coopératif peuvent contribuer directement à éliminer la ségrégation et la discrimination professionnelles dont sont victimes les groupes défavorisés sur le marché du travail.

Le Groupe de travail reconnaît que les programmes d'enseignement coopératif à tous les niveaux (école postsecondaire et secondaire et milieu de travail) peuvent être particulièrement avantageux pour les gens qui auraient normalement de la difficulté à acquérir une expérience du travail dans certaines industries ou professions (femmes dans les professions non traditionnelles, autochtones dans de nombreux secteurs d'activité, handicapés, etc.). C'est pourquoi le GROUPE DE TRAVAIL RECOMMANDE :

Recommandation 7

Que les autorités continuent à demander aux gens qui sollicitent une aide financière du gouvernement fédéral pour des programmes d'enseignement coopératif d'expliquer en quoi leur projet aurait des retombées positives sur certains groupes défavorisés et sous-représentés.

Recommandation 8

Qu'on mette en place des programmes spéciaux d'action positive pour promouvoir l'accession de la femme aux professions non traditionnelles et l'intégration de groupes défavorisés comme les handicapés, les autochtones et les membres des minorités visibles et les illettrés fonctionnels.

Sensibilisation du public

Les «images» que les gens se font des divers programmes d'enseignement coopératif sont un obstacle à la participation. Ainsi, dans certaines écoles secondaires, on les voit comme des programmes destinés aux élèves peu doués et, dans d'autres, comme des activités réservées aux élèves doués. Dans un cas comme dans l'autre, on décourage d'éventuels participants. On a constaté que d'autres

facteurs comme le statut professionnel des parents influent fortement sur la participation.

On semble mal percevoir et comprendre les buts, la raison d'être et les avantages des programmes d'enseignement en alternance. Parents, employeurs éventuels, apprenants, éducateurs et syndicats semblent tous mal renseignés sur ce que ce type d'enseignement est en mesure d'offrir.

Si les apprenants ignorent l'existence de tels programmes, ceux-ci n'existent tout simplement pas, du moins pour eux. Certaines études révèlent que des élèves n'ont pas choisi l'enseignement coopératif uniquement parce qu'ils n'en avaient jamais entendu parler.

La promotion des programmes études-travail dans les organismes (établissements d'enseignement, entreprises et syndicats) et aux niveaux régional (conseils scolaires, conseils des métiers, etc.), provincial, territorial et fédéral permettra de sensibiliser les gens et favorisera de ce fait la participation. L'ACEC et l'Ontario Co-operative Education Association (OCEA) ont lancé des méthodes novatrices et fructueuses de promotion dans ce domaine. La CCWEAC a produit et distribué un vidéo de promotion. L'OCEA a entrepris une campagne de sensibilisation du public aux programmes réalisés en Ontario. Bien que ne portant pas sur l'enseignement en alternance, la vaste campagne fédérale de promotion de l'activité physique «Participaction» est un excellent exemple de ce qu'on peut accomplir avec ce genre de démarche.

Malgré une croissance rapide et une riche diversité des programmes d'enseignement coopératif dans notre pays, on connaît généralement mal ce type d'enseignement et les avantages qu'il peut offrir aux apprenants, aux entreprises, aux syndicats, aux établissements d'enseignement et au grand public. On se doit particulièrement d'encourager les établissements d'enseignement à multiplier les programmes dans ce domaine et à intégrer l'enseignement en alternance aux programmes d'études mis à la disposition de l'ensemble des élèves. La meilleure façon de persuader les milieux éducatifs de rendre l'enseignement coopératif plus prioritaire est de mieux sensibiliser le public.

Le Groupe de travail sur l'enseignement coopératif convient qu'on connaît mal en général l'enseignement coopératif et ses avantages. C'est pourquoi le GROUPE DE TRAVAIL RECOMMANDE :

Recommandation 9

Que le gouvernement fédéral coordonne avec les provinces, les territoires, les employeurs, les syndicats, les établissements d'enseignement et des organismes comme l'ACEC et la CCWEAC la réalisation d'une campagne de sensibilisation du public aux vastes avantages de l'enseignement en alternance.

Faire le choix

L'étude «Itinéraires» mentionnée au début de ce document indiquait que 87 % des décrocheurs et des diplômés du niveau secondaire qui décidaient de ne pas poursuivre leurs études (au niveau postsecondaire) n'avaient bénéficié d'aucun service d'orientation professionnelle. Les orienteurs sont souvent débordés par tous les problèmes personnels que leur confient les élèves et ont peu de temps pour étudier les possibilités de carrière et fournir des renseignements utiles sur les cours pouvant permettre de réaliser des aspirations professionnelles. D'ordinaire, il y a peu de services d'exploration ou de service de planification professionnelle au secondaire 1er cycle ou en 7e, 8e et 9e année et beaucoup de programmes d'information sur les professions ne sont offerts qu'en 12e année, ne profitant ainsi nullement aux élèves qui ont déjà quitté l'école.

Une consultation insuffisante à l'école sur les réalités du marché du travail et les besoins de l'industrie s'observe aujourd'hui dans la plupart des établissements d'enseignement canadiens. À cause de cette grave lacune, la plupart des élèves du secondaire ne reçoivent aucun service d'orientation professionnelle et souvent les étudiants des collèges et des universités n'ont pas une perception réaliste du marché du travail.

On ne saurait trop insister sur l'importance du rôle des orienteurs dans le modèle de l'enseignement coopératif. Ils doivent avoir le temps et l'intérêt voulus pour étudier et promouvoir activement la gamme des choix de carrière à l'intention des apprenants. Si on ne s'intéresse pas suffisamment à l'enseignement en alternance et à ses avantages, on

ne peut que nuire à la réalisation des objectifs des programmes. Cela vaut non seulement pour les orienteurs, mais aussi pour le personnel enseignant et administratif.

Le Groupe de travail croit qu'un des grands avantages de l'enseignement coopératif est de mettre les établissements d'enseignement et leurs élèves plus en contact avec le marché du travail grâce à une orientation professionnelle efficace. Le GROUPE DE TRAVAIL RECOMMANDE :

Recommandation 10

Que tous les établissements d'enseignement étudient sérieusement la possibilité de créer des programmes d'enseignement coopératif -- avec ou sans fonds d'établissement du fédéral -- et que, au niveau secondaire, on s'efforce vraiment de mettre l'accent sur ces programmes pour tout ce qui est amélioration des services d'orientation professionnelle, surtout pour la vaste majorité des élèves du secondaire qui ne poursuivront pas leurs études au niveau postsecondaire.

Consultation et coordination

La capacité du Canada de soutenir la concurrence dans un monde fondé sur la connaissance et mû par la technologie dépend de plus en plus de sa faculté d'éduquer, de former et de recycler les travailleurs avec rapidité et efficacité. Les systèmes d'éducation et de formation jouent donc un rôle clé dans une planification féconde des ressources humaines. Entreprises comme syndicats ont intérêt à veiller à ce que ces systèmes réagissent le mieux possible aux besoins et à l'évolution du marché du travail. Si on veut combler les besoins actuels et futurs de l'industrie, une concertation directe des divers intéressés est essentielle.

La tentative d'associer les entreprises syndicalisées aux programmes d'enseignement coopératif a été laborieuse, longue et souvent infructueuse. C'est pourquoi ces milieux offrent moins de stages coopératifs que les milieux non syndicalisés. Pour participer plus volontiers à des initiatives dans ce domaine, les syndicats doivent être sûrs que les apprenants n'enlèveront ni leur emploi ni leur chèque de paie aux travailleurs en place. Si des garanties sont données dans les conventions collectives, ils hésiteront moins. Les efforts particuliers que feront les coordonnateurs pour associer les syndicats et leurs représentants aux tâches de conception, d'évaluation et de contrôle peuvent grandement faciliter la réalisation de programmes d'enseignement coopératif en milieu syndicalisé.

Le coût direct de la participation à de tels programmes pour les représentants des syndicats est un autre facteur à prendre en considération dans toute tentative d'extension de l'enseignement en alternance dans ce genre de milieu. Si un agent d'un syndicat joue un rôle dans le contrôle ou la réalisation d'un programme, sa baisse de production ne devrait pas diminuer son salaire.

Un certain nombre de collectivités, dont celle de la région Hamilton-Wentworth, ont créé des comités consultatifs où des représentants des entreprises, des syndicats, du gouvernement et des établissements d'enseignement élaborent ensemble des plans et des programmes qui contribuent à combler les besoins. Pour le financement de leurs programmes, elles sont en mesure d'intégrer les fonds du fédéral, de la province et parfois du niveau municipal.

L'ACEC, la CCWEAC et la «Conférence mondiale sur l'enseignement coopératif» sont des exemples de tribunes efficaces dans ce domaine, mais les canaux officiels de communication et les mécanismes d'échange de renseignements entre programmes et activités dans tout le Canada (et à l'étranger) laissent encore à désirer. Les conférences, les ateliers et les possibilités de formation et d'information pour les moniteurs, les enseignants et les coordonnateurs de l'enseignement coopératif présentent un caractère restreint. Tous ces intéressés, et notamment les coordonnateurs, profiteraient d'une meilleure circulation de l'information.

Le Groupe de travail est d'avis que les coordonnateurs et les autres éducateurs en enseignement coopératif devraient collaborer étroitement avec les représentants des entreprises et des syndicats à la conception et à la réalisation de programmes. C'est pourquoi le GROUPE DE TRAVAIL RECOMMANDE :

Recommandation 11

Que les employeurs, dont les gouvernements, et les syndicats appuient l'enseignement coopératif comme outil de formation.

Recommandation 12

Que les représentants des entreprises (y compris des gouvernements comme employeurs), des syndicats, des apprenants et de la collectivité soient des associés à part entière dans l'élaboration de programmes d'enseignement coopératif et jouent un plus grand rôle dans la planification, la promotion, l'exécution et l'évaluation d'initiatives dans ce domaine.

Recommandation 13

Que les entreprises et les syndicats mettent les stages coopératifs à l'ordre du jour de la négociation collective.

Recommandation 14

Que les établissements d'enseignement et les conseils scolaires créent des comités consultatifs de l'enseignement coopératif avec représentation égale des employeurs, des syndicats, des apprenants, des maisons d'enseignement et de la collectivité.

Enfin, pour susciter l'enthousiasme et le dévouement que demande un rôle de partenaire, le GROUPE DE TRAVAIL RECOMMANDE :

Recommandation 15

Que les travailleurs et leurs représentants ne soient pas pénalisés économiquement quand ils participent d'une manière quelconque à un programme d'enseignement coopératif.

Conclusion

Le GROUPE DE TRAVAIL SUR L'ENSEIGNEMENT COOPÉRATIF est d'avis que l'élaboration de programmes de formation garantissant une souplesse et un choix optimaux et la réalisation des objectifs relatifs au travail est un des principaux défis à relever en ce qui concerne le marché du travail.

Dans cette optique, le GROUPE DE TRAVAIL recommande une expansion de l'ENSEIGNEMENT COOPÉRATIF comme moyen de facilitation du passage de l'école au travail, du travail à l'école ou du chômage au travail, ainsi que la promotion d'un apprentissage qui dure toute la vie.

Si on encourage les employeurs, les syndicats, les établissements d'enseignement, les apprenants et les gouvernements à collaborer à la conception et à la réalisation de programmes d'ENSEIGNEMENT COOPÉRATIF, on répondra mieux aux besoins de ces mêmes apprenants et d'un marché du travail en évolution.

Note:

[1] Ellen Greenberger & L. Steinberger. When Teenagers Work, The Psychological and Social Costs of Adolescent Employment

MEMBRES DU GROUPE DE TRAVAIL

William Frank est vice-président à l'exploitation d'Edwards Fine Food, compagnie d'alimentation de la Nouvelle-Écosse qui exploite une gamme complète de casse-croûte et de restaurants à service complet. M. Frank est président sortant de l'Association canadienne des restaurateurs et des services de l'alimentation. Il est aussi directeur des échanges internationaux de la National Restaurant Association à Washington, D.C.

John Fryer est président du Syndicat national de la fonction publique provinciale depuis 1981. Auparavant, il a passé 12 ans comme secrétaire général du Syndicat de la fonction publique provinciale de la Colombie-Britannique. M. Fryer est un des huit vice-présidents généraux du Congrès du travail du Canada et il est aussi membre du conseil d'administration du Centre canadien du marché du travail et de la productivité. Économiste, il donne régulièrement des cours dans des universités à travers le Canada sur les relations de travail dans la fonction publique .

Efre Giacobbo est directeur de la recherche et des communications des Travailleurs amalgamés du vêtement et du textile depuis juin 1989. Diplômé de l'Université McGill, il s'est spécialisé dans les questions qui ont trait au mouvement syndical et à l'évolution de la population active.

Susan Hart-Kulbaba est présidente de la Fédération du travail du Manitoba depuis novembre 1989. Avant d'accéder à la présidence, elle a été coordonnatrice de la Fédération de 1984 à 1989. Elle est membre du conseil d'administration du Centre d'hygiène professionnelle de la FTM et membre du conseil d'administration du Centre d'éducation au travail du Manitoba. Entre 1987 et 1989, elle a été vice-présidente du Conseil des arts du Manitoba. En 1986, Mme Hart-Kulbaba a été nommée Femme de l'année de la YWCA.

Dale Landry est président-directeur général du Collège Holland de l'Île-du-Prince-Édouard. Auparavant, il a été vice-président exécutif aux affaires scolaires au Collège Fairview, en Alberta, de 1981 à 1986. Entre 1978 et 1981, M. Landry a été directeur des programmes aux étudiants au Département des arts de la gestion de l'Université de Lethbridge, en Alberta. Il est membre de l'Association canadienne de la formation professionnelle, de l'Association des collèges communautaires du Canada, du Canadian Institute of Certified Administrative Managers et de l'Institut canadien d'administration publique.

Ken Page est coordinateur de l'enseignement coopératif pour le Scarborough Board of Education.

Bob Philip est directeur exécutif du Conseil industrie-enseignement de la région de Hamilton-Wentworth depuis neuf ans. M. Philip est président du Conseil consultatif de l'enseignement coopératif de Hamilton-Wentworth. Il est aussi membre du conseil d'administration de l'Association nationale pour la coopération entre l'industrie et l'éducation et du Comité consultatif de formation professionnelle de Hamilton-Wentworth. M. Philip est membre depuis 21 ans de la Société de gestion administrative.

SECTION VI
Débutant

RAPPORT DU GROUPE DE TRAVAIL

AVANT-PROPOS

L'été dernier, nous avons été invités à siéger à un Groupe de travail sur la formation au niveau débutant. Il s'agit de l'un des sept groupes de travail formés de représentants du secteur privé qui se sont vu confier le mandat de conseiller la ministre de l'Emploi et de l'Immigration sur la Stratégie de mise en valeur de la main-d'oeuvre.

Notre Groupe de travail avait pour mandat d'examiner dans quelle mesure les politiques, programmes et pratiques en cours qui ont un effet sur la formation au niveau débutant au Canada aujourd'hui répondent à leur objectif, et de procéder à une consultation sur les moyens d'amener un changement efficace.

Tous les membres partageaient la même nette conviction de la nécessité critique de la formation au niveau débutant, tant pour aider les particuliers à se lancer sur le marché du travail que pour aider l'industrie à répondre à ses besoins de compétences spécialisées. Ces deux objectifs représentent un défi plus considérable du fait de l'augmentation des besoins de compétences sur le marché du travail et du recul projeté de la population de niveau débutant.

En tant que membres du Groupe de travail, nous étions vivement conscients de la complexité des questions à aborder, et des contraintes de temps qui faisaient partie inhérente de l'exercice. Notre rapport présente dix recommandations qui, selon nous, contribueront pour beaucoup au débat sur certains des problèmes que pose aujourd'hui la formation au niveau débutant. [Le texte d'un membre dissident aborde certaines des mêmes questions dans une optique différente et présente d'autres recommandations.]

Jean-Pierre Beauquier

Alexandra Dagg

Robin Farquhar

John Fleck

Douglas Light

Tom Savage

Stu Sullivan

Jim Turk

Susan Witter

INTRODUCTION

L'importance de la formation professionnelle n'échappe à personne depuis quelques années. Le Groupe de travail sur la formation au niveau débutant a mis l'accent sur un aspect de la formation professionnelle : la préparation à l'entrée ou au retour sur le marché du travail.

Un grand nombre acquièrent cette préparation pendant les années qu'ils passent dans le réseau scolaire, tandis que d'autres ont besoin d'un complément de formation.

Alors que presque tous les jeunes Canadiens demeurent à l'école jusqu'à l'âge de 16 ans, un nombre troublant d'entre eux n'ont pas acquis le niveau d'instruction qui leur permettrait de faire leur entrée sur le marché du travail sans commencer par le bas de l'échelle.

Et même alors, ils ne savent pas tous assez lire et compter pour réussir la formation en cours d'emploi que leur offre leur nouvel employeur.

D'autres Canadiens ont de la difficulté à entrer dans la population active parce qu'ils ne parlent pas la langue principale du lieu de travail dans la collectivité où ils vivent.

D'autres ont pu occuper un emploi auparavant, mais ont quitté la population active pour un certain temps et doivent réacquérir les compétences qui leur permettront de faire leur rentrée sur le marché du travail.

D'autres sont des membres des minorités visibles et des Canadiens autochtones qui ont été oubliés, stigmatisés, ou rejetés et abandonnés aux frustrations de la dépendance et du désespoir.

D'autres encore sont atteints de handicaps physiques, mentaux ou émotifs qui posent des entraves à l'apprentissage ou à l'accès aux possibilités d'apprentissage.

Et d'autres enfin, qui ont pu terminer leurs études, n'ont pas eu l'occasion d'acquérir le genre de formation les préparant à entrer dans la profession à laquelle ils aspirent.

Dans l'approche actuelle du gouvernement fédéral et selon la définition étroite, la formation au niveau débutant se limite à celle qui est destinée aux personnes gravement désavantagées sur le plan de l'emploi. Cela nous apparaît trop restrictif à l'égard de la collectivité beaucoup plus grande de personnes qui ont besoin d'aide pour entrer sur le marché du travail.

À l'autre extrême, la formation au niveau débutant peut couvrir toute la préparation à l'emploi, depuis les programmes d'amélioration des compétences jusqu'aux études de médecine et de droit.

Malgré l'utilité conceptuelle d'une définition aussi vaste de la formation au niveau débutant, le Groupe de travail a jugé bon de resserrer l'accent des programmes publics de formation «au niveau débutant». Ces programmes doivent exclure :

- les programmes de formation pour les professions pour lesquelles des cheminements professionnels ou paraprofessionnels sont déjà définis et contrôlés;
- les programmes officiels d'apprentissage pour lesquels est déjà établi également un cheminement de carrière bien déterminé;
- la formation en cours d'emploi offerte à ceux qui ont déjà été embauchés.

Dans notre rapport, la formation au niveau débutant comprendra tous les autres types de formation qui préparent une personne à entrer ou à rentrer sur le marché du travail, y compris l'alphabétisation, l'apprentissage des langues secondes et l'acquisition des autres connaissances de base pour les adultes.

La formation au niveau débutant s'adresse à ceux qui n'ont pas déjà d'emploi et à ceux qui pourraient vouloir emprunter un autre cheminement professionnel. Cela pourrait comprendre les jeunes qui travaillent temporairement dans la restauration-minute ou les femmes qui sont forcées, à leur retour sur le marché du travail, d'accepter un emploi mal rémunéré, le temps d'acquérir la formation supplémentaire qui leur permettra d'obtenir l'emploi qu'elles estiment plus en rapport avec leurs capacités et leurs intérêts.

ENJEUX ET REMÈDES AU NIVEAU DES POLITIQUES

À l'heure actuelle au Canada, les options de formation au niveau débutant sont trop peu nombreuses, souvent mal conçues, insuffisamment contrôlées, étroitement articulées, peu adaptées aux besoins des bénéficiaires éventuels, pas bien annoncées, et non uniformément disponibles d'une région à l'autre et d'une province à l'autre. En plus de graves lacunes, il y a d'autres cas de dédoublement inutile entre divers paliers de gouvernement. Ce sont là des problèmes graves, qu'il faut aborder dans toute nouvelle proposition relative aux programmes de formation au niveau débutant.

Le Groupe de travail sur la formation au niveau débutant a étudié ces questions et désire proposer plusieurs changements de nature à mieux adapter la formation offerte aux divers besoins des bénéficiaires, de la rendre plus disponible, de l'améliorer, de la rendre plus efficiente, et d'obliger à en rendre compte devant le public.

Le rôle des établissements d'enseignement publics

Au départ, il faut reconnaître que le Canada a l'un des réseaux d'enseignement publics les plus évolués au monde. Les écoles secondaires, les collèges, les instituts techniques et les universités sont nombreux et ils disposent des ressources humaines et matérielles pour répondre aux besoins de formation au niveau débutant au Canada.

Mais force nous est de reconnaître également que ces établissements ont souvent donné l'impression de ne pas être suffisamment capables de répondre à divers besoins de la collectivité. D'où l'émergence de toute une gamme d'agents de formation privés : certains sont des organismes communautaires sans but lucratif, alors que d'autres sont des entreprises à but lucratif. Depuis le milieu des années 1980, le gouvernement fédéral a mis de plus en plus d'argent à la disposition de ces agents privés. Plusieurs gouvernements provinciaux ont adopté la même approche.

Le Groupe de travail craint que les gouvernements ne favorisent les organismes privés au détriment des établissements secondaires et postsecondaires publics pour atteindre leurs objectifs en matière de formation. Nous faisons valoir que non seulement cette façon de faire porte très probablement atteinte à l'instruction de base (que les employeurs réclament), mais encore que toute l'infrastructure pédagogique et la spécialité qu'on lui reconnaît pour l'enseignement de qualité, la conception des programmes d'études, l'établissement des critères de compétences, etc., est négligé en faveur d'un système parallèle.

De plus en plus, les établissements publics perdent leur capacité d'évaluer les besoins de la collectivité et de formuler une stratégie raisonnée pour y répondre, parce qu'ils sont forcés de voir aux besoins individuels et immédiats du moment plutôt qu'aux besoins coordonnés de l'ensemble de la collectivité. La stabilité et l'homogénéité des programmes ont été parmi les très importantes victimes des actuels programmes de formation des gouvernements.

Par ailleurs, certains groupes communautaires ont très bien réussi à cerner les besoins de leurs membres et à concevoir une approche susceptible d'y répondre.

Une politique de formation bien conçue doit trouver moyen de redonner au réseau public cette sensibilité à la collectivité et cette expertise, de manière à éviter le gaspillage des systèmes parallèles et de faire en sorte que les établissements d'enseignement publics répondent de façon plus authentique aux besoins de leur collectivité.

Pour atteindre ces objectifs, le Groupe de travail désire proposer une série de recommandations.

Recommandation 1

Toute la formation au niveau débutant doit être administrée en collaboration avec les établissements d'enseignement publics, qui doivent collaborer le plus étroitement possible entre eux et avec les représentants des syndicats, des entrepreneurs et des groupes communautaires.

Conjuguée à une judicieuse utilisation des ressources humaines et matérielles des écoles secondaires, des collèges, des instituts techniques et des universités, la participation de groupes de travailleurs, de patrons et d'autres intervenants de la collectivité réaliserait l'union de l'instruction de base et des compétences monnayables. Elle assurerait aussi des mécanismes pour faire face à une foule d'obstacles reliés à la formation et à l'emploi, domaine auquel le secteur volontaire a tenté de s'attaquer.

Le Groupe de travail a été impressionné par l'exemple de cette approche tentée par le Collège George Brown, de Toronto, qui a réussi avec brio à former des partenariats entre le patronat, les syndicats et les collectivités. Des programmes spécialisés, coordonnés par le collège, sont offerts dans le milieu par des organismes ou des groupes qui ont une compétence particulière dans un domaine donné de la formation, dont la dynamique de la vie, la formation en langue seconde, le perfectionnement de l'alphabétisation de base et les cours de préformation et de préemploi.

Le Groupe de travail sait que de nombreuses personnes ne se sentent pas à l'aise dans le cadre scolaire officiel. Effectivement, certaines personnes paniquent à la perspective d'aller à l'école. Le modèle proposé tient compte de ce souci en favorisant à la fois la formation scolaire et la formation communautaire. Cela offrira diverses options de formation, tout en maintenant l'infrastructure scolaire existante et sa capacité particulière d'assurer un enseignement de qualité, la conception des programmes d'études, et l'établissement des critères de compétence.

L'obligation faite au gouvernement de rendre compte des dépenses des fonds publics est un élément tout aussi important de l'appui que nous donnons à cette formule. Le Groupe de travail craint que l'on favorise les organismes privés au détriment des établissements secondaires et postsecondaires dans le cadre de la poursuite des objectifs de formation. Non seulement nous risquons ainsi de miner la qualité de l'instruction et de la formation, mais encore nous portons atteinte à l'obligation de rendre compte des dépenses des fonds publics consacrés à la formation. Le dédoublement des services entraîne également une augmentation des coûts.

Lorsque la formation nécessaire au niveau débutant ne peut être assurée par les établissements d'enseignement publics existants, les groupes communautaires peuvent demander de l'aide. Cette aide leur sera accordée si leur proposition répond à un besoin important de formation et que l'organisme convient de rechercher un partenariat actif avec les établissements d'enseignement publics.

Le rôle du gouvernement fédéral

Un deuxième aspect des propositions du Groupe de travail concerne le rôle du gouvernement fédéral. Comme toute activité de formation et de perfectionnement des compétences, la formation au niveau débutant relève de la compétence conjointe du fédéral et des provinces. La formation par apprentissage est un exemple de partage approprié des responsabilités : le gouvernement fédéral y apporte une aide financière importante, alors que l'administration des programmes est du ressort des provinces.

Pour éviter le dédoublement des programmes par différents niveaux de gouvernement et mieux uniformiser la qualité des programmes, nous estimons essentiel de procéder à un partage clair des tâches entre les gouvernements. Nous croyons que nos recommandations entraîneront une augmentation marquée de l'efficience de la formation au niveau débutant.

Recommandation 2

Les gouvernements provinciaux et territoriaux doivent avoir la responsabilité première de l'élaboration et de l'administration des programmes de formation au niveau débutant selon des normes nationales. Finalement, le gouverne-

ment fédéral doit transférer aux provinces et aux territoires toute la responsabilité de l'élaboration et de l'administration des programmes.

À nos yeux, le rôle qui revient au gouvernement fédéral est un rôle de financement et de normalisation. Le Groupe de travail estime que le gouvernement fédéral porte une importante responsabilité financière pour la formation au niveau débutant et que les fonds doivent venir des recettes générales : le Groupe de travail est contre le recours aux fonds de l'assurance-chômage pour d'autres fins que le soutien du revenu.

Recommandation 3

Il ne faut pas utiliser les fonds de l'assurance-chômage pour d'autres fins que le soutien du revenu.

Recommandation 4

Le gouvernement fédéral doit subventionner les provinces et les territoires en fonction de normes nationales. Le niveau de financement doit être fonction des besoins de formation au niveau débutant, des moyens budgétaires et des capacités d'administration de chaque province et de chaque territoire. Les fonds doivent être en séparés des autres transferts fédéraux. Les subventions accordées par le fédéral aux provinces et aux territoires pour la formation au niveau débutant doivent tenir compte des normes suivantes :

- **universalité : quiconque a besoin de formation au niveau débutant doit y être admissible;**
- **accessibilité : il ne faut pas restreindre l'accessibilité à la formation par les frais de scolarité ou d'autres faux frais. Afin d'assurer l'accès, il faut prévoir un revenu d'appoint et les services de soutien nécessaires comme les services de garderie, d'orientation professionnelle et d'alphabétisation. Ces services doivent être offerts, dans la mesure du possible, dans le cadre de programmes existants;**
- **transférabilité : les stagiaires doivent pouvoir poursuivre leur formation dans une autre province ou un autre territoire. Lorsqu'elle existe, l'accréditation devrait être reconnue dans toutes les provinces et dans tous les territoires;**
- **conditions de résidence : les provinces et les territoires ne doivent pas utiliser la résidence comme critère d'admissibilité;**
- **contrôle et évaluation : les provinces et les territoires doivent fournir au gouvernement fédéral ou à ses mandataires toutes les données nécessaires pour leur permettre de contrôler et d'évaluer le rendement des programmes de formation au niveau débutant;**
- **équité : les provinces et les territoires doivent faire en sorte que les mécanismes de conception et de sélection des programmes de formation tiennent compte de la nécessité d'aider certains groupes désavantagés comme les femmes, les personnes handicapées, les minorités visibles, les Canadiens autochtones et les résidents de localités éloignées, à avoir accès à une gamme complète de possibilités de carrière;**
- **sensibilisation du public : les provinces et les territoires doivent prendre les initiatives appropriées afin de faire connaître aux participants éventuels la gamme complète des programmes de formation;**
- **partenariats : les provinces et les territoires doivent faire en sorte que les établissements d'enseignement publics forment des partenariats avec les patrons, les travailleurs et d'autres groupes communautaires qui possèdent du savoir-faire dans le domaine de la formation lorsque les programmes répondent aux critères de rendement établis.**

Structure de la formation au niveau débutant

Le Groupe de travail estime qu'il est essentiel que ceux qui se trouvent le plus près de l'administration de la formation -- et qui sont le plus directement concernés -- participent à fond à l'établissement et à la mise à jour de normes et de critères nationaux. L'objectif de la meilleure collaboration doit être une mission renouvelée pour le réseau d'enseignement et les autres réseaux de formation. Ce n'est qu'en reconnaissant les points forts de chaque partenaire que nous parviendrons à nous acquitter de la tâche importante que représente la mise en valeur de la main-d'oeuvre du Canada. Comme l'économie évolue rapidement, les gouvernements doivent recevoir de la part des groupes intéressés des évaluations concernant les tendances de la main-d'oeuvre et s'assurer ainsi de leur collaboration.

Recommandation 5

Le gouvernement fédéral doit créer une Commission consultative nationale de la formation. Cette commission doit être un organisme patronal-syndical où seront représentés la collectivité et les établissements d'enseignement publics.

Recommandation 6

Le gouvernement fédéral doit inciter les provinces et les territoires à se donner des commissions semblables.

Un des objectifs de la Commission nationale consiste à établir une stratégie complète de formation qui soit souple, adaptée et coordonnée. La Commission nationale de la formation analyserait les renseignements que lui fourniraient les provinces et les territoires pour déterminer si leurs programmes sont conformes aux normes nationales. La Commission déterminerait aussi comment faire en sorte que la formation offerte dans une province ou un territoire en particulier soit reconnue par les autres provinces et territoires.

La Commission nationale de la formation assumerait aussi un important leadership en repérant les besoins de formation auxquels il n'est pas déjà répondu ainsi que les besoins à long terme qui concordent avec les objectifs économiques de la province ou de la région en cause.

Les commissions de formation des provinces et des territoires détermineraient si les établissements d'enseignement publics dispensent une formation appropriée au niveau débutant et conseilleraient leurs gouvernements respectifs sur la gamme complète des questions de politique qui se répercutent sur la formation au niveau débutant.

L'évaluation au niveau local se ferait par le biais de la commission publique et des structures administratives régissant les établissements d'enseignement publics.

Recommandation 7

La Commission nationale de la formation doit procéder à l'évaluation des programmes au niveau national et voir dans quelle mesure les niveaux de compétence régionaux respectent les normes nationales; les provinces et territoires doivent procéder à une évaluation semblable à leur niveau; et les établissements d'enseignement publics doivent eux aussi faire leurs évaluations au niveau local.

La Commission nationale de la formation serait aussi le mécanisme par le biais duquel le gouvernement fédéral trouverait le moyen de favoriser le plus possible la compatibilité des critères et la transférabilité de la formation.

Recommandation 8

Le gouvernement fédéral doit préconiser la plus grande compatibilité possible sur le plan des critères et de la transférabilité de la formation, et la réalisation de cet objectif doit être une des principales tâches de la Commission nationale de la formation.

Pour permettre la pleine participation aux commissions nationales, provinciales et territoriales de formation, le Groupe de travail recommande que :

Recommandation 9

Il faut dégager des fonds pour la formation des membres des commissions et pour les compenser de leur manque à gagner et de leurs dépenses, le cas échéant.

Besoin d'information sur les occasions d'emploi

Pour répondre aux besoins des stagiaires, un programme efficace et efficient de formation au niveau débutant exige des renseignements rapides, constants et complets sur les occasions d'emploi.

Le manque d'information sur les occasions d'emploi constitue une entrave sérieuse à la politique du marché du travail. Il faut tout mettre en oeuvre afin de concevoir une enquête auprès des établissements pour avoir au moins un aperçu des réponses aux questions fondamentales suivantes :

- Combien y a-t-il de postes vacants?
- Dans quelles professions, quelles branches d'activité et quelles régions?
- Quelles sont les compétences requises pour ces postes?
- Pour lesquels de ces postes vacants les entreprises éprouvent-elles de la difficulté à trouver preneur et pourquoi?
- À la lumière des réponses aux questions qui précèdent, où sont les occasions de formation pour rapprocher les emplois disponibles et les personnes en quête d'emploi?

Recommandation 10

Emploi et Immigration Canada doit étudier, en collaboration avec Statistique Canada, la possibilité d'instituer une enquête auprès des entreprises sur les occasions d'emploi en vue de produire des renseignements rapides, constants et complets sur le nombre et les genres de postes vacants disponibles à tout moment, et sur les genres de difficultés qu'éprouvent les employeurs à doter ces postes.

Conclusion

Le Canada a plus besoin que jamais d'une bonne formation au niveau débutant. Nous croyons avoir l'infrastructure pédagogique et la conscience communautaire pour doter le Canada d'un système de formation de tout premier ordre.

RAPPORT MINORITAIRE

par Al Hatton

Sans pouvoir me rallier à l'ensemble du rapport du Groupe de travail sur la formation au niveau débutant, je trouve de nombreux points d'accord entre les autres membres du Groupe de travail et moi-même. Il est ressorti, des diverses réunions que nous avons eues, que nous partagions certaines perspectives :

- insatisfaction à l'égard de nombreux aspects des programmes actuels de formation offerts par les gouvernements provinciaux et le gouvernement fédéral
- souci pour les Canadiens désavantagés
- déception que le réseau d'enseignement existant n'ait pas su répondre convenablement aux nouveaux besoins de formation au niveau débutant
- désenchantement à l'endroit des deux niveaux de gouvernement pour ce qui est de l'étendue de leur engagement à la collaboration et de leur incapacité de faire primer les besoins des clients au niveau débutant sur les conflits de compétence dans le partage du «gâteau de la formation»
- reconnaissance du dédoublement bien trop considérable des programmes dans le domaine aujourd'hui
- frustration du fait que le Canada ne tire pas le meilleur rendement possible de son investissement dans le régime actuel de formation
- conscience de la nécessité d'accroître le nombre de partenaires capables et engagés pour permettre au Canada de relever le défi posé par les projections des besoins de la population active

Cependant, le Groupe de travail a tiré d'autres conclusions sur lesquelles je suis en parfait désaccord. La principale est que le Groupe de travail confierait aux provinces et à leurs établissements d'enseignement la responsabilité exclusive de la formation. Cela retirerait au fédéral ses pouvoirs existants dans le domaine de l'administration des programmes de formation. L'effet net de cette décision serait la restriction, sinon l'élimination, des fournisseurs de services existants et nouveaux en dehors du réseau de l'éducation; et, par conséquent, les «désavantagés sur le plan de l'emploi» ne feraient plus l'objet que d'une attention et de ressources limitées.

Dans ma perspective, les recommandations finales n'amélioreront pas sensiblement les politiques et programmes existants. Et il y a d'autres questions encore qui ne sont pas traitées convenablement dans le rapport «majoritaire».

1. La formation au niveau débutant offerte par les établissements d'enseignement publics reconnus est rarement axée sur les désavantagés. Les programmes dont ces personnes ont besoin sont caractérisés par une plus grande formation «en cours d'emploi», à la dynamique de la vie, et à l'alphabétisation, que ceux que n'offre l'actuel réseau de l'éducation. Ils ont essentiellement été initiés par des groupes locaux qui ont, de leur côté, cherché des partenaires auprès du patronat, des syndicats ou des pouvoirs publics. Très peu d'établissements d'enseignement publics ont manifesté quelqu'intérêt à travailler avec les désavantagés ou pris quelqu'engagement à cet égard.

2. Il doit y avoir une division rationnelle de la responsabilité entre les deux niveaux de gouvernement. Il faut également prévoir, par accord mutuel, des poids et contrepoids appropriés dans leurs rôles respectifs.

Par exemple, les programmes de perfectionnement des compétences sont nettement du ressort des gouvernements provinciaux. Alors que le leadership fédéral ne saurait mieux s'exercer que par le biais de programmes axés sur ceux qui échappent si facilement aux programmes existants (p. ex., les personnes handicapées, les Canadiens autochtones, les assistés sociaux, les travailleurs dans les villes mono-industrielles menacées de fermetures d'usines ou dans les collectivités isolées). En outre, les stratégies d'adaptation du marché du travail, y compris les coûts de l'administration des services, ne sauraient concilier tous les intérêts à moins d'une concertation fédérale-provinciale.

Ma crainte est qu'on néglige les besoins des travailleurs marginalisés si l'entière responsabilité de toute la formation et de l'adaptation au marché du travail est laissée aux gouvernements provinciaux et à leurs établissements d'enseignement. De même, les autorités du réseau de l'éducation deviendront les «garde-barrière» - un grand nombre des agents d'administration déjà en place et qui servent les désavantagés se verront interdire l'accès aux ressources de formation si les éducateurs décident de ne pas travailler en collaboration ou d'étendre leurs services.

3. L'administration des services doit être carrément confiée au niveau local. Si les autres membres du Groupe de travail sont d'accord sur ce principe, ils estiment néanmoins que le leadership au niveau local viendra des établissements d'enseignement. Je suis en désaccord. Je soutiens que le leadership est le plus souvent venu de groupes et de particuliers au sein de la collectivité. Ces groupes et particuliers ont su susciter l'intérêt et l'engagement dans tous les secteurs et ont servi de catalyseurs des nouveaux partenariats.

Pour plusieurs raisons, les travailleurs désavantagés et les collèges communautaires ne font pas toujours bon ménage. Les collèges communautaires sont axés sur les groupes plutôt que sur les personnes. Pour réussir, les travailleurs qui surmontent des handicaps reliés à l'emploi ont souvent besoin d'un programme de formation hautement personnalisé.

Les collèges communautaires mettent l'accent sur l'acquisition de titres de compétence et de diplômes et le programme d'études ne répond pas toujours aux besoins réels de chacun. De nombreux travailleurs désavantagés constatent que les programmes offerts par les collèges communautaires ne correspondent pas à leurs besoins de «préformation». En outre, ils hésitent souvent à s'adresser à ces établissements, qui évoquent pour eux l'échec passé. Le système et ses méthodes les ont mal servis la première fois.

Les collèges communautaires sont dans certains cas isolés des collectivités qu'ils sont destinés à servir. Ils ont tendance à attendre que les gens viennent les trouver pour accéder aux services plutôt que d'offrir les services là où se trouvent les personnes qui ont besoin de formation.

4. Il faut procéder à une analyse critique du réseau de l'éducation en vue de mieux l'adapter aux clients de la collectivité. Mes collègues du Groupe de travail partagent aussi cet avis, mais ils sont enclins à agir tout de suite pour renforcer financièrement le système, dans l'espoir qu'il soit plus adapté après le fait. Je ne partage pas leur optimisme, d'où mon opposition à ce qu'on accorde au réseau de l'éducation des ressources supplémentaires pour la prestation de services tant qu'on n'aura pas de solides preuves de réforme. Il faudra également faire la preuve d'un engagement authentique envers les services d'extension.

5. Les institutions et les groupes qui sont le mieux équipés pour servir les désavantagés devraient prendre l'initiative de le faire et devraient avoir l'appui de tous les autres partenaires. Les agents d'administration appropriés seraient ceux qui sont disposés à offrir des services comme de l'orientation professionnelle, de la formation «en cours d'emploi», et des cours de dynamique de la vie. Ils doivent aussi être en mesure de rejoindre les employeurs éventuels et de proposer de nouveaux modèles de création d'emplois.

6. Les établissements d'enseignement publics ne rejoignent pas toutes les collectivités canadiennes, loin de là. Dans bien des collectivités isolées et éloignées, il n'y a pas d'établissements de formation capables de s'adapter aux besoins spéciaux des

désavantagés et encore moins d'établissements axés sur ces besoins.

7. Tous les contrats de formation devraient faire l'objet de soumissions publiques, de manière que l'on retienne le fournisseur le plus approprié dans chaque région et (ou) collectivité. Je ne suis pas contre la nécessité de normes nationales pour l'évaluation du travail de tous les agents de formation.

Cependant, je ne reconnais pas avec les autres membres du Groupe de travail que le réseau de l'éducation, sous l'oeil attentif d'une Commission nationale de la formation, sera toujours le meilleur gardien de ces normes. Je soutiendrais qu'il y a d'autres agents d'administration qui sont en mesure de répondre plus efficacement aux besoins des clients. Étant donné que les besoins des clients déterminent la qualité des programmes, d'autres fournisseurs devraient être traités sur le même pied que le réseau de l'éducation, et le processus doit être ouvert.

Si l'on crée une Commission nationale de la formation, les organismes communautaires devraient y avoir le même nombre de représentants que les établissements d'enseignement, et non pas y avoir un statut inférieur.

8. Il faut encourager et aider le monde des affaires à jouer un rôle plus direct lorsqu'il s'agit de déterminer les besoins et de trouver de l'aide financière pour la formation au niveau débutant. Le rapport du Groupe de travail n'a pas abordé directement ce problème.

9. Les régimes fédéraux de formation devraient continuer à accorder la priorité aux clients gravement désavantagés et aux collectivités qui font face à une détérioration de leur économie. Les autres membres du Groupe de travail ne reconnaissent pas le même rôle que moi au gouvernement fédéral. Ils souhaitent que le gouvernement fédéral transfère des crédits aux provinces et contribue à l'exercice d'établissement des normes. J'estime que c'est un rôle beaucoup trop étroit qui ne tire pas plein parti des forces du gouvernement fédéral comme partenaire dans la mise en valeur de la main-d'oeuvre.

10. Les approches et procédures établies par les gouvernements, provinciaux et fédéral, doivent être souples pour correspondre à la diversité inhérente à une programmation adaptée aux besoins. À l'heure actuelle, les règles et règlements régissant la Planification de l'emploi sont trop rigides; il existe de la confusion entre l'administration centrale d'EIC et ses bureaux régionaux en matière d'élaboration de programmes et de politiques; la planification, le contrôle, la mise en valeur et les nouveaux acquis ne sont pas partagés par le gouvernement et les praticiens. Il en va de même pour toute la gamme des programmes provinciaux. Il faut se concerter pour résoudre ces questions avant que nous ne puissions obtenir les résultats que nous visons tous.

Recommandations

Recommandation 1

Le gouvernement fédéral et les provinces doivent collaborer plus à fond pour éviter le chevauchement inutile. Emploi et Immigration Canada et ses homologues provinciaux doivent se réunir et se partager les populations cibles et évaluer les besoins des marchés du travail locaux, de manière à pouvoir faire une répartition plus judicieuse des ressources dans leurs secteurs de compétence respectifs.

Recommandation 2

Les initiatives qui amènent tous les secteurs à partager leurs idées et à convenir de changements au système existant sont une condition préalable. L'accroissement de la collaboration et l'élargissement du nombre de partenaires doivent être l'objectif des gouvernements et de tous les autres réseaux de formation.

Recommandation 3

Les provinces doivent amorcer une réforme de leur réseau de l'éducation en consultation avec leurs partenaires dans le monde des affaires, auprès des syndicats, dans la collectivité et dans les autres gouvernements. Une plus grande efficacité du réseau de l'éducation secondaire serait un grand pas vers le déracinement des causes profondes des soucis qu'a fait ressortir le processus du Groupe de travail.

Recommandation 4

Les contrats de formation doivent faire l'objet de soumissions publiques. Le processus doit être ouvert, de manière que l'on puisse trouver le fournisseur de services le plus approprié pour répondre aux besoins particuliers de la clientèle. Il faudrait établir des normes nationales et provinciales conjointement avec le milieu. Il faudrait y intégrer des systèmes d'évaluation et de contrôle pour veiller à ce que la formation reçue à l'extérieur des établissements d'enseignement officiels répondent à la norme souhaitable de qualité.

Recommandation 5

Le monde des affaires doit jouer un rôle plus actif dans le réseau de l'éducation. Jusqu'ici, les gens d'affaires ne collaborent pas efficacement avec les éducateurs pour offrir aux jeunes des expériences de carrière. Il faut élaborer une stratégie très énergique pour obtenir une plus grande participation de l'industrie.

Recommandation 6

Le gouvernement fédéral doit continuer de cerner les domaines prioritaires et de mettre l'accent sur la coordination des programmes. Les régimes fédéraux de formation devraient ériger en priorité les intérêts des plus gravement désavantagés, en accordant une attention particulière aux femmes et aux jeunes. Il devait y avoir une interaction plus poussée entre les programmes de création d'emplois et de formation parrainés par les gouvernements, particulièrement dans les régions rurales et les collectivités mono-industrielles.

Recommandation 7

Les principes directeurs régissant les programmes de formation du gouvernement fédéral doivent être plus souples et il faut laisser au niveau d'exécution de plus grands pouvoirs de gestion à l'égard de ces principes directeurs. Il faut encourager les directeurs de C.E.C. qui sont sur la ligne de feu à construire des partenariats à long terme avec le monde des affaires, les travailleurs, les établissements d'enseignement et les organismes communautaires.

MEMBRES DU GROUPE DE TRAVAIL

Jean-Pierre Beauquier est vice-président exécutif du Secrétariat de l'enseignement professionnel du Québec. M. Beauquier est membre du Comité exécutif de l'Association des restaurateurs du Québec et membre du conseil d'administration du Conseil du patronat du Québec. En 1982, il a été élu «Le Restaurateur de l'année» en même temps que M. Jacques Landurie.

Alexandra Dagg est directrice de l'éducation et de la recherche de l'Union internationale des ouvriers du vêtement pour dames. Elle est présentement membre du comité de liaison avec l'industrie de la haute couture de la ville de Toronto, du comité des femmes de la Fédération du travail de l'Ontario (FTO) et du comité de l'éducation de la FTO.

Robin Farquhar est président et vice-chancelier de l'Université Carleton. Il a auparavant été président et vice-chancelier de l'Université de Winnipeg, de 1981 à 1989, et professeur et doyen de l'Éducation à l'Université de la Saskatchewan, de 1976 à 1981. Il a déjà présidé la Société canadienne pour l'étude de l'éducation et le Conseil du Commonwealth pour l'administration de l'éducation.

John Fleck est directeur national de la sélection et du placement à Sears Canada Inc. M. Fleck a occupé plusieurs postes chez Sears Canada depuis 1970, y compris ceux de surintendant régional du personnel, région de l'Est, directeur de la sélection et du placement, directeur de magasin, directeur adjoint du personnel, région de l'Ouest et surintendant des opérations.

Al Hatton est directeur national des Initiatives d'emploi de la YMCA Canada. Il a été auparavant directeur national de la création d'emplois à la YMCA, ainsi que directeur des programmes internationaux de la YMCA de Montréal. À titre de directeur national des initiatives d'emploi, M. Hatton a élaboré et étendu à travers le Canada le Centre d'entreprise jeunesse. En 1989, il a visité le Zimbabwe, la Zambie et l'Afrique du Sud pour y établir un Centre africain d'entreprise jeunesse.

Douglas Light est président du Collège George Brown depuis 1978. Il a auparavant été président du Collège Centennial d'arts appliqués et de technologie de 1971 à 1978, et doyen de la faculté puis vice-président du Collège Humber d'arts appliqués et de technologie, de 1967 à 1971. Entre 1963 et 1967, M. Light a été directeur de la technologie métallurgique et directeur adjoint du département d'instrumentation chimique et de technologie du gaz à l'Institut polytechnique Ryerson.

Thomas Savage est président du conseil d'administration et président d'ITT Canada Limitée. M. Savage est aussi président des Industries ITT du Canada Ltée, président de Abbaye Compagnie d'Assurance-vie du Canada et président d'ISE Canadian Finance Limited, filiale d'ITT. Il est membre du Comité des politiques du Conseil national des chefs d'entreprises, président du conseil d'administration de l'Institut canadien de gestion et membre du conseil d'administration du Centre canadien du marché du travail et de la productivité.

Stu Sullivan est coordonnateur pour l'Ontario du Syndicat des travailleurs de l'énergie et de la chimie. Il est aussi vice-président de la Fédération du travail de l'Ontario et président du Comité de l'énergie et de l'environnement de la FTO. M. Sullivan a été membre du personnel du SITPCA pendant 15 ans. Il a enseigné les relations de travail à l'Université de

l'Alberta, à l'Université de Toronto et à l'Université York.

Jim Turk est directeur de l'éducation à la Fédération du travail de l'Ontario depuis 1987. Entre 1981 et 1987, il a été directeur de la recherche des Travailleurs unis de l'électricité, de la radio et de la machinerie du Canada. Auparavant, il a été professeur associé à l'Université de Toronto entre 1975 et 1981, date à laquelle il a pris congé pour se joindre aux Travailleurs unis de l'électricité et à la FTO. M. Turk est membre du conseil d'administration de la Société ontarienne de formation, membre du Conseil des affaires collégiales de l'Ontario, organisme qui coiffe les collèges d'arts appliqués et de technologie, et membre du Conseil consultatif des programmes d'enseignement du ministère de l'Éducation de l'Ontario.

Susan Witter est doyenne de l'Éducation permanente au Collège Fraser Valley, en Colombie-Britannique. Mme Witter travaille de plus comme bénévole dans toutes sortes d'organismes d'éducation des adultes et de femmes. Elle a présidé le Congrès canadien pour la promotion des études chez la femme de 1987 à 1989. Elle a été vice-présidente de la Pacific Association for Continuing Education de 1985 à 1988 et présidente de la YWCA de Vancouver, de mars 1980 à octobre 1981.

SECTION VII
Ressources humaines

RAPPORT DU GROUPE DE TRAVAIL

Même si tous les groupes de travail qui ont participé à l'exercise de consultation du CCMTP ont reconnu l'importance de la planification des ressources humaines, le Groupe de travail sur la planification des ressources humaines a été chargé particulièrement de présenter des recommandations dans ce domaine. Tous les membres du groupe de travail ont reconnu qu'une planification efficace des ressources humaines sera un facteur critique de la capacité des marchés du travail de suivre l'évolution permanente de la technologie, de la démographie et de l'économie. Les membres du groupe de travail n'ont toutefois pu s'entendre sur les meilleures façons possibles de stimuler la formation dans le secteur privé. Les représentants des milieux d'affaires et des syndicats ont donc préparé des documents distincts pour exposer leurs vues respectives sur un certain nombre de questions ayant trait aux ressources humaines, dont la formation. Même si leurs conclusions sur la meilleure façon d'améliorer la formation dans le secteur privé au Canada divergent, les deux documents conviennent du caractère essentiel d'un dialogue continue entre les principaux intervenants du marché du travail. Nous espérons que ces documents fourniront un tremplin utile à des discussions permanentes dans ce domaine important.

POINT DE VUE DES MILIEUX D'AFFAIRES SUR LE DÉFI POSÉ PAR LA FORMATION AU CANADA - Papier de discussion

Sommaire

Ce document de travail vise à résumer la position des milieux d'affaires sur la formation. Il commence par examiner trois facteurs qui ont contribué au besoin croissant de faire en sorte que les entreprises canadiennes puissent former et recycler leurs travailleurs rapidement et efficacement. Ces phénomènes sont l'évolution rapide de la technologie, l'évolution de la démographie et le glissement d'une économie basée sur le secteur primaire vers une économie qui repose de plus en plus sur les services.

Le chapitre suivant essaie de définir la position des milieux d'affaires sur le défi posé par la formation. On analyse la question de la formation dans le contexte de la performance de l'économie du Canada pour commencer. Ensuite, on aborde brièvement les problèmes posés par les régimes de formation «obligatoires», sans oublier la question du «maraudage» souvent considérée comme l'obstacle le plus important à l'amélioration de la formation dans le secteur privé. On établit enfin quelques principes généraux sur lesquels les représentants des milieux d'affaires au Groupe de travail estiment qu'il faudrait axer notre stratégie dans le but de relever le défi posé par la formation.

Le chapitre quatre du document contient un certain nombre de recommandations, regroupées en trois catégories, qui visent à améliorer le niveau actuel de la formation assurée dans l'industrie. Le premier groupe de recommandations présente des mesures qui visent à encourager les entreprises à investir davantage dans la formation : incitations fiscales à la formation pour les entreprises, mesures de formation communautaires ou sectorielles, comptes de formation individuels et programmes élargis d'amélioration de la «formabilité» des jeunes. Le deuxième groupe de recommandations établit des mesures qui visent à encourager les particuliers à investir dans la formation : on y retrouve notamment les régimes enregistrés d'épargne-perfectionnement, les congés d'études, les exemptions pour les indemnités de cessation d'emploi et pour la formation A.-C. et des prêts ou des garanties de prêt accordés par le gouvernement pour la formation. On envisage enfin deux mesures clés destinées à faciliter l'élaboration d'objectifs, de priorités et de stratégies nationaux en matière de formation : création d'un conseil consultatif national de la formation et formulation d'un objectif national en matière de formation.

Le document soutient que la mise en oeuvre de ces mesures aiderait vraiment à stimuler la formation dans le secteur privé. Il conclut en soulignant qu'il importe de faire en sorte que tous les Canadiens possèdent un vaste bagage de connaissances de base à leur arrivée dans la population active. L'amélioration des connaissances de base de la population active canadienne constitue le principal défi que le Canada devra relever dans le domaine des ressources humaines au cours des années à venir.

Introduction

Ce document de travail cherche à présenter le point de vue des milieux d'affaires sur la formation. Il expose les vues actuelles de plusieurs associations nationales du monde des affaires, ainsi que celles d'entreprises spécifiques. Il vise principalement à suggérer des moyens d'améliorer les activités de l'industrie canadienne dans ce domaine. Nous commençons par analyser l'importance croissante de la formation et par indiquer ensuite comment les milieux d'affaires voient en général le défi posé par la formation et qu'il faudra relever. Nous nous appuyons enfin sur un certain nombre de principes directeurs pour passer en revue diverses mesures propres à stimuler la formation assurée par le secteur privé.

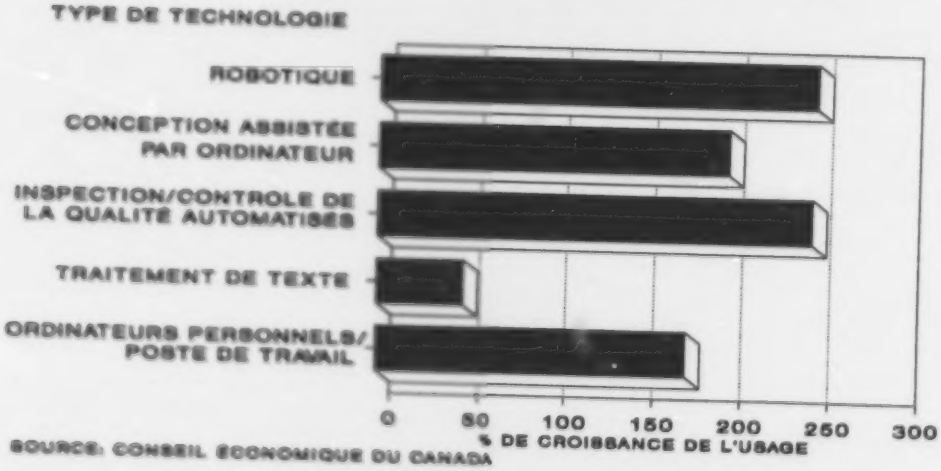
Le besoin de formation

Les milieux d'affaires canadiens s'intéressent de plus en plus à la question de la formation. Comme la technologie et la démographie évoluent rapidement et comme l'économie repose de plus en plus sur les services plutôt que sur les ressources, les entreprises canadiennes doivent pouvoir former et recycler leurs travailleurs rapidement et efficacement. La main-d'oeuvre qualifiée représente un des rares domaines où les pays avancés du monde industrialisé peuvent créer et conserver un avantage concurrentiel. Cette réalité fondamentale a été reconnue par une enquête récente du CCMTP qui a révélé que les dirigeants des milieux d'affaires et des syndicats voient dans l'éducation et la formation le facteur le plus important de la compétitivité future du Canada.

L'évolution de la technologie

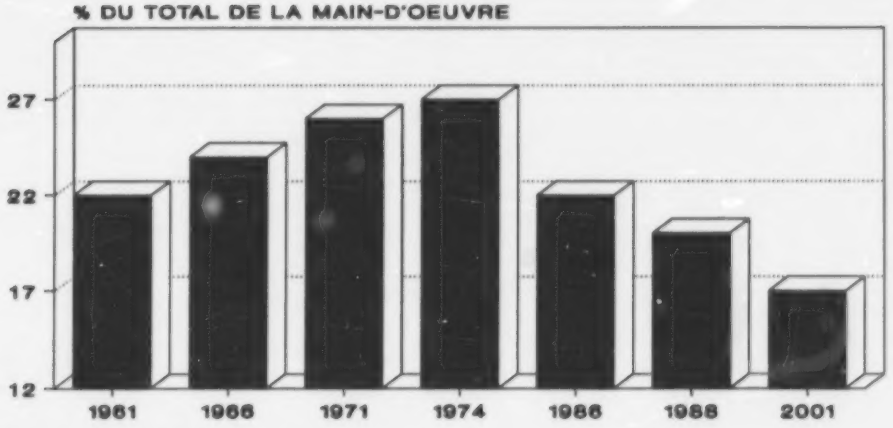
Les progrès de la technologie modifient considérablement l'activité économique. Aujourd'hui, la performance économique d'un pays dépend moins des impératifs traditionnels de proximité des ressources et des marchés que de la sophistication relative qui découle du développement et de l'exploitation de technologies. L'utilisation efficace de technologies nouvelles sera la source la plus importante de création d'emplois, de richesse et de valeur ajoutée au cours des années à venir. L'évolution de la technologie élève aussi les compétences requises. Les travailleurs déjà actifs sur le marché du travail devront par conséquent se recycler régulièrement. La compétitivité du Canada dans un monde de connaissances mû par la

CROISSANCE ESTIMÉE DE L'USAGE DE CERTAINES TECHNOLOGIES, 1985-1990



SOURCE: CONSEIL ÉCONOMIQUE DU CANADA

POPULATION AGÉE 15-24
1961-2001



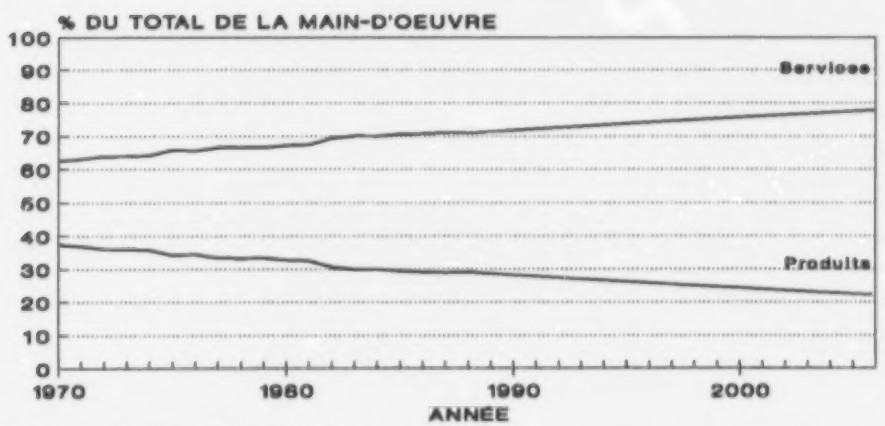
SOURCE: STATISTIQUE CANADA

technologie sera de plus en plus fonction de la mesure dans laquelle il réussira à former et à recycler sa population active.

L'évolution de la démographie

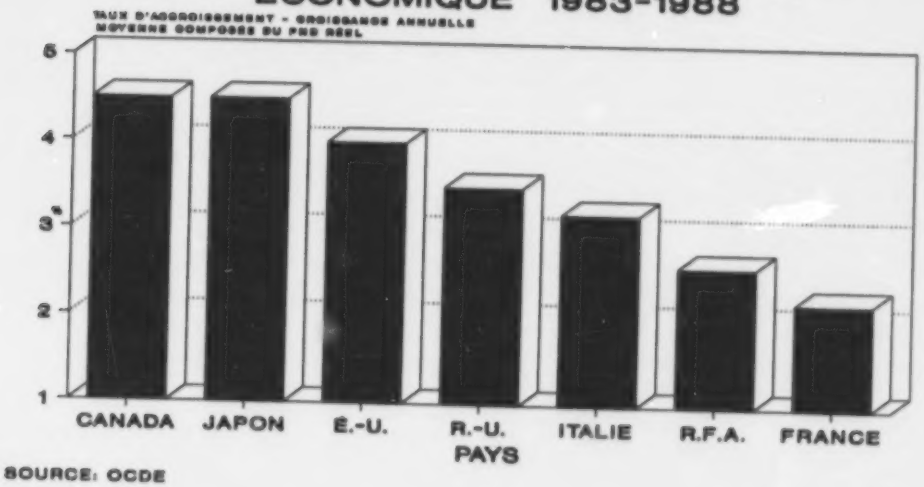
L'évolution de la démographie accentue le besoin de programmes de formation efficaces. La dénatalité des deux dernières décennies et la diminution du nombre d'immigrants formés et

RÉPARTITION DE L'EMPLOI PAR SECTEUR
1970-2006



SOURCE: INSTITUTE FOR POLICY ANALYSIS, UNIVERSITÉ DE TORONTO

TAUX COMPARATIFS DE CROISSANCE ÉCONOMIQUE 1983-1988



SOURCE: OCDE

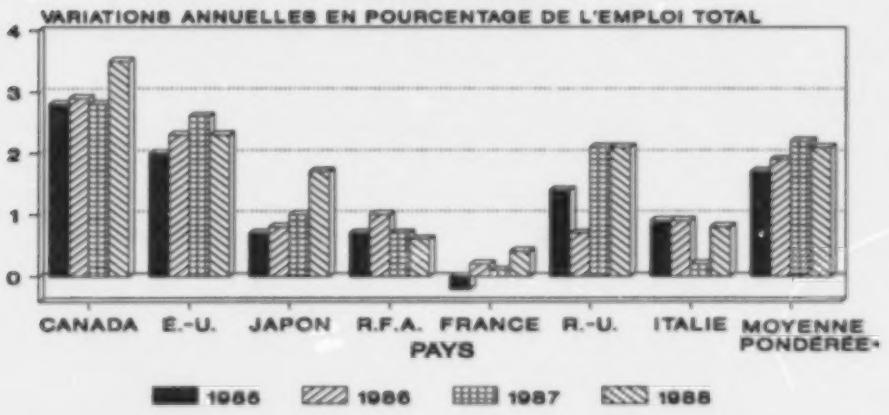
expérimentés réduisent le nombre des nouveaux actifs qualifiés. Selon les prévisions relatives à la population active, les 15 à 24 ans ne représenteront que 17 % des actifs en 2001, contre 27 % en 1974 et 20 % en 1980. Les travailleurs qualifiés de demain devront de plus en plus provenir des actifs qui se trouvent déjà sur le marché du travail.

L'importance croissante des services dans l'économie

L'évolution d'une économie basée sur les ressources naturelles vers une économie de services axée de plus en plus sur l'exploitation des connaissances a accentué encore davantage l'importance de la formation professionnelle. Pour plusieurs raisons - telles le progrès technologique et un rapport capital-main-d'oeuvre en progression - le secteur de la fabrication a tendance à occuper de moins en moins de place dans l'emploi national. Il demeurera quand même critique au processus de création de la richesse et à l'expansion des exportations dans l'avenir. Il servira également de base essentielle au développement du secteur des services dans les années à venir.

Il est clair, cependant, que la majorité des nouveaux emplois dans l'avenir proviendra du secteur des services. En fait, depuis 1981, la plupart des quelque 1,2 million et plus des nouveaux emplois créés l'ont été dans ce secteur. De plus, l'emploi dans le secteur des services compte déjà pour environ 70 % de l'emploi total au Canada, chiffre qui devrait même augmenter au cours de la prochaine décennie. La croissance rapide observée dans des domaines comme les services d'information, l'enseignement, les services de santé, les services financiers, l'assurance, les affaires immobilières et les services commerciaux et personnels a fait monter le nombre de cadres et de professionnels dans la population active et haussé en conséquence les compétences requises. Beaucoup d'emplois relativement peu rémunérés dans les services ont même tendance à devenir complexes et à exiger de leur titulaire de meilleures connaissances de la lecture, de l'écriture et du calcul, ainsi qu'une meilleure formation technique.

TAUX COMPARATIFS DE CRÉATION D'EMPLOI 1985-1988



SOURCE: MIN. DES FINANCES, REVUE ÉCONOMIQUE TRIMESTRIELLE, JUIN 1988

*MOYENNES PONDÉRÉES SELON LES PARTS RESPECTIVES DU PNB/PIB EN 1987

Point de vue des milieux d'affaires sur le défi posé par la formation

Les représentants des milieux d'affaires au Groupe de travail abordent le défi posé par la formation en fonction d'un certain nombre d'objectifs généraux dont nous traitons plus loin. Nous abordons aussi brièvement les régimes de formation «obligatoires» et le problème du «maraudage». Nous commençons toutefois par reconnaître que l'industrie canadienne fait déjà des efforts importants sur le plan de la formation, comme le révèle le bilan positif du rendement économique du pays.

Le défi posé par la formation et le bilan du rendement économique du Canada

Le rendement impressionnant de l'économie et du marché du travail canadiens ces dernières années révèle que les efforts de formation de l'industrie donnent de solides résultats. On peut supposer que si les politiques de formation du secteur privé comportaient des lacunes générales structurelles, celles-ci se refléteraient dans la médiocrité relative des indicateurs macro-économiques de volets comme la croissance économique et le rendement des entreprises. Depuis la récession de 1981-1982, le rendement économique du Canada a été en fait loin d'être médiocre. De tous les pays du Groupe des sept à l'exception du Japon, le Canada est celui qui a connu le taux de croissance économique le plus élevé entre 1983 et 1988 (voir graphique à la page 257). Au cours de chacune des quatre dernières années civiles (1985-1988), la croissance de l'emploi au Canada a constamment dépassé celle de tous ces pays. Jusqu'à tout récemment au moins, l'activité commerciale canadienne était un important moteur de croissance de l'emploi et de l'économie. De tous les principaux pays de l'OCDE, c'est le Canada qui a le plus augmenté ses exportations entre 1981 et 1987. Les entreprises ont aussi beaucoup investi, se préparant à mieux soutenir la concurrence dans une économie en voie de mondialisation et à forte utilisation de technologie en augmentant leur parc de machines et de matériel à un rythme record.

Beaucoup d'entreprises, notamment dans les secteurs d'activité où la technologie a évolué rapidement, réagissent déjà au besoin d'augmenter les efforts de formation du secteur privé. Les grandes

banques à charte canadiennes sont un bon exemple de la réaction favorable de beaucoup d'entreprises à l'évolution de la technologie et de la conjoncture du marché. Au Canada, les banques consacrent actuellement quelque 130 millions de dollars par année à la formation structurée, ce qui représente presque 2 % de la masse salariale. D'autres industries ou entreprises augmentent aussi leurs efforts de formation. Le budget annuel de formation structurée de gros employeurs comme GM, Ford, Alcan, IBM, Xerox et Northern Telecom se chiffre par dizaines de millions de dollars. Dans tout le secteur privé, les entreprises soucieuses de bien suivre l'évolution rapide de la technologie, des marchés et des réalités démographiques n'ont jamais accordé autant d'attention à tout ce qui est formation et perfectionnement.

Quelques mots sur les régimes de formation «obligatoires»

Les représentants des milieux d'affaires au Groupe de travail reconnaissent qu'il faut améliorer la compétence de la population active canadienne. Nous sommes toutefois convaincus que des propositions visant à augmenter considérablement la réglementation publique des activités de formation ne constitueraient pas le moyen le plus efficient ou le plus efficace de hausser le niveau actuel de formation dans l'industrie au Canada. L'imposition par le gouvernement d'une formation obligatoire à toutes les entreprises sans tenir compte de leur envergure, de la conjoncture des affaires ou de la nature de l'industrie nous laisse particulièrement sceptiques. Une telle proposition entraînerait inévitablement des coûts d'administration élevés. Il importe aussi de ne pas oublier que les petites entreprises représentent une portion très élevée de l'emploi dans l'industrie et des emplois créés au pays : quelque 98 % des 900 000 entreprises actuelles qui ont une masse salariale comptent moins de 100 employés. Tout régime de formation obligatoire qui s'appliquerait aux petites entreprises serait par conséquent complexe - et coûteux - à administrer et leur imposerait des coûts très élevés. Dans le cas d'un régime de prélèvements, par exemple, il faudrait constituer une toute nouvelle structure administrative pour percevoir les prélèvements, accorder les subventions et contrôler et vérifier constamment le comportement des entreprises. Les régimes de formation imposés par l'État risqueraient vraiment d'encourager tout simplement la formation «sur papier» en incitant les employeurs à quantifier, pour les fins de l'impôt sur le revenu, la formation informelle considérable qu'ils assurent déjà.

Le problème du «maraudage»

On parle fréquemment du problème du «maraudage» comme du principal obstacle à une intensification des efforts de formation du secteur privé. Certains affirment parfois que si l'on ne met pas en place des mécanismes externes qui «forceront» toutes les entreprises à consacrer la même proportion de leurs ressources à la formation, certains employeurs se contenteront de subtiliser des travailleurs formés à d'autres entreprises, ce qui aura pour effet de décourager les entreprises d'investir dans le domaine de la formation. On fait aussi valoir que les entreprises hésiteront à organiser de la formation à cause de la grande mobilité de la main-d'oeuvre canadienne.

Bien que le maraudage soit un problème sérieux pour certains employeurs, comme l'a souligné le Conseil consultatif sur l'adaptation dans son rapport de 1989, il est souvent exagéré. Une enquête effectuée récemment par le CCMTP a révélé par exemple que moins de 25 % des dirigeants d'affaires canadiens considèrent le maraudage entre compagnies comme un obstacle important à la formation des travailleurs canadiens.[1] De plus, les statistiques disponibles indiquent que les travailleurs qui reçoivent de la formation ont tendance à montrer plus de loyauté envers leur entreprise. On exagère en outre souvent l'importance du roulement des travailleurs. Le roulement est certes élevé dans l'ensemble au Canada, mais il s'explique en grande partie par la présence des jeunes qui passent de l'école au travail, des travailleurs saisonniers et des travailleurs qui exercent leur métier pour plusieurs employeurs. Une analyse plus attentive révèle qu'une grande partie de la main-d'oeuvre dans la force de l'âge travaille longtemps pour le même employeur, 15 ans en moyenne selon une estimation.

Quelques principes de base

La «formation» et les politiques d'éducation

Les représentants des milieux d'affaires au Groupe de travail sont d'avis qu'on doit s'attacher aux faiblesses du système d'éducation actuel - et aux problèmes que connaissent des millions d'adultes dont l'alphabétisation et les autres connaissances de base laissent à désirer - dans tout examen de la nécessité de relever le niveau de compétence de la population active. Même aujourd'hui, malgré l'investissement massif en ressources financières publiques et autres consacré à l'enseignement, beaucoup de jeunes entrent sur le marché du travail sans avoir bénéficié de bons services d'orientation professionnelle, ni savoir suffisamment lire, écrire et compter pour qu'on puisse les former et les recycler efficacement. L'étude ontarienne «Itinéraires» a découvert, par exemple, que presque 90 % des étudiants du secondaire qui n'ont pas poursuivi leurs études au niveau postsecondaire n'avaient reçu aucun service d'orientation professionnelle à l'école secondaire. Nous admettons bien sûr que les éducateurs canadiens tâchent de répondre aux besoins de la vaste majorité des étudiants qui n'atteignent pas le niveau postsecondaire. Il demeure cependant que plus de 30 % des étudiants canadiens quittent l'école secondaire avant d'avoir terminé leur 12^{e} année : ce taux d'abandon scolaire est un des plus élevés dans le monde industrialisé.

Les représentants des milieux d'affaires au Groupe de travail sont convaincus que les nouveaux actifs doivent acquérir d'abord les connaissances de base dont ils ont besoin pour apprendre efficacement si l'on veut que les mesures d'intensification de la formation dans le secteur privé donnent des résultats. Trop de jeunes Canadiens ne possèdent malheureusement pas les connaissances en question. Il faudrait donc accorder la priorité au niveau national au renforcement de la capacité du système d'éducation en place de donner aux jeunes Canadiens qui arrivent ou essaient de se lancer sur le marché du travail ce dont ils ont besoin en matière d'alphabétisation et de formation de base.

La formation, une responsabilité partagée

Il ne faut pas oublier un autre principe général important : puisque les avantages qui en découlent sont eux aussi partagés, les employeurs, les travailleurs et la société tout entière devraient prendre en charge le coût de la formation. Ce principe a été évoqué dans le rapport de David Dodge (1981) intitulé **L'évolution du marché du travail dans les années 1980.** Cette constatation vaut particulièrement pour la formation générale, qui augmente la productivité et le «potentiel salarial» des gens dans toutes sortes d'entreprises ou d'industries. Nous admettons toutefois qu'il revient à juste titre aux employeurs d'acquitter les frais de la formation professionnelle donnée en fonction de leurs activités propres.

Amélioration du dialogue entre les milieux d'affaires, les syndicats et les gouvernements

Les nouvelles mesures de promotion de la formation dans l'industrie devraient aussi bâtir sur les mécanismes en place éprouvés qui préconisent une collaboration efficace entre les milieux d'affaires, les syndicats et les gouvernements. Nous estimons que les représentants locaux des milieux d'affaires et des syndicats sont beaucoup mieux placés que les administrateurs publics pour constater les nouveaux besoins de formation et concevoir et offrir des programmes de formation qui permettent d'y répondre. C'est pourquoi les nouvelles mesures de formation devraient être conçues et administrées en situation de décentralisation au niveau local (industrie, entreprise ou collectivité), étant donné particulièrement que l'économie canadienne est très régionalisée et diversifiée.

Réduire au minimum les coûts d'administration

Pour que les nouveaux mécanismes de formation soient efficaces, nous estimons qu'il faut réduire au minimum les coûts d'administration. Les propositions de taxes ou de prélèvements pour la formation obligatoire comportent toutes la même grande lacune : les coûts en seraient inévitablement très élevés.

Améliorer la compétitivité

Il faudrait aussi examiner les mesures d'amélioration de la formation dans le secteur privé au Canada en tenant compte de leur incidence possible sur la compétitivité de l'industrie canadienne, notamment dans le commerce de biens et de services

où la concurrence étrangère est intense. Il faudrait éviter toute augmentation des charges de formation qui rendra l'entreprise canadienne moins concurrentielle par rapport à ses rivales étrangères.

Réaction des milieux d'affaires au défi posé par la formation

Les diverses initiatives de formation recommandées ci-dessous sont appuyées par des groupes de gens d'affaires de tout le pays. Elles sont subdivisées en trois catégories : celles qui sont conçues pour inciter les entreprises à investir dans la formation, celles qui visent à encourager les particuliers à faire de même, et celles qui sont destinées à faciliter l'élaboration d'objectifs, de priorités et de stratégies nationaux en matière de formation. Les représentants des milieux d'affaires au Groupe de travail estiment que toutes ces recommandations méritent d'être prises en considération. Nous devons toutefois insister sur le fait qu'une décision finale sur la mise en oeuvre d'une recommandation en particulier doit reposer sur une analyse approfondie des coûts et des avantages en cause.

Mesures destinées à inciter les entreprises à investir dans la formation

Incitations fiscales aux entreprises

Les politiques d'impôt sur le revenu des sociétés ont un impact majeur sur le comportement des entreprises canadiennes. Les incitations fiscales constituent donc un moyen de les encourager à accroître leurs activités de formation. Beaucoup de pays offrent déjà aux employeurs de telles incitations, notamment celles qui servent à stimuler la recherche et le développement. Si les gouvernements croient que le secteur privé devrait consacrer davantage de ressources à la formation structurée, ils devraient envisager d'élaborer un régime de crédits d'impôt au Canada. Pour réduire les coûts au minimum, il serait toutefois essentiel de définir assez étroitement les dépenses de formation admissibles. On pourrait par exemple accorder aux employeurs des crédits d'impôt pour remboursement de frais d'études qui font partie des dépenses d'éducation et de formation des employés. Afin d'encourager les employés à se perfectionner et à poursuivre leur éducation, on pourrait aussi considérer le remboursement des frais d'études par l'employeur comme un avantage exonéré d'impôt aux fins de l'impôt sur le revenu des particuliers.

La stratégie des incitations fiscales à la formation par le secteur privé offre un avantage important, car les frais d'administration en cause sont relativement faibles. Contrairement à un régime de prélèvements, par exemple, ces incitations n'entraînent pas la création d'une grosse machine administrative chargée de percevoir les prélèvements ou d'accorder les subventions. Ces incitations peuvent aussi être assez flexibles pour permettre à la fois la formation en cours d'emploi approuvée et la formation en établissement. La stratégie des incitations fiscales offre aussi un autre avantage : elle réduit au minimum l'ingérence administrative dans les décisions prises par le secteur privé.

Cette stratégie a reçu récemment l'appui d'un rapport de la commission américaine sur la qualité de la population active et l'efficience du marché du travail, qui a été constituée en juillet 1988 et chargée de recommander des façons «d'améliorer l'excellence de la population active américaine». Les milieux d'affaires, les syndicats, ainsi que les établissements d'enseignement étaient représentés à la commission qui a recommandé notamment au gouvernement américain d'élaborer une nouvelle structure «de crédits d'impôt sur le revenu des sociétés afin de stimuler l'investissement dans le capital humain». De l'avis de la commission, un tel crédit devrait être conçu avec précaution de façon à stimuler les investissements frais dans la formation et non simplement à subventionner la formation qui «aurait eu lieu même sans incitations fiscales». Il devrait aussi être basé sur des «catégories de dépenses relativement limitées et précises» afin de faire en sorte que les dépenses admissibles soient liées de près à la formation. Les représentants des milieux d'affaires au Groupe de travail sont d'accord avec ces principes.

Les représentants des milieux d'affaires au Groupe de travail estiment que le Canada devrait offrir aux sociétés des incitations fiscales à la formation du même genre. C'est pourquoi nous recommandons :

Recommandation 1

Qu'on élabore des incitations fiscales afin d'encourager les entreprises canadiennes à augmenter leurs activités de formation.

Initiatives de formation sectorielles et communautaires accrues

Une des façons les plus prometteuses d'augmenter les investissements consacrés à la formation par le secteur privé consiste peut-être à encourager les initiatives sectorielles ou communautaires. Cette stratégie offre deux grands avantages : une sensibilité accrue aux réalités des industries et des entreprises, d'une part, et l'occasion d'établir des partenariats entre les milieux d'affaires, les syndicats, et les gouvernements, de l'autre. En procurant des fonds d'investissement et de démarrage à des secteurs, des industries ou des collectivités en particulier, les gouvernements peuvent encourager l'élaboration de plans de formation à long terme et faire naître, par effet de levier, beaucoup de nouvelles activités de formation dans le secteur privé. Cela leur permet aussi de décentraliser considérablement leurs programmes de formation, tendance déjà bien établie dans plusieurs pays. La nouvelle Stratégie de mise en valeur de la main d'oeuvre canadienne annoncée récemment par le gouvernement fédéral vante en fait les avantages de l'approche sectorielle de la formation dans l'industrie.

En fait, le Canada dispose déjà d'un modèle couronné de succès dans ce domaine avec le Service d'aide à l'adaptation de l'industrie (SAAI), créé en 1963 afin d'encourager financièrement les entreprises à favoriser l'adaptation de la main-d'oeuvre. On a par la suite englobé dans son mandat les syndicats, les associations sectorielles, les groupements professionnels et des collectivités entières. La plupart des gens s'accordent à dire que le SAAI a connu beaucoup de succès. C'est pourquoi les responsables de la Stratégie de mise en valeur de la main d'oeuvre canadienne du gouvernement ont récemment annoncé que les fonds affectés à ce programme doubleraient.

Ce sont par exemple ces fonds qui ont aidé récemment l'industrie canadienne de l'électricité et de l'électronique à se doter d'une stratégie viable de gestion des ressources humaines en réaction à l'évolution de la technologie et à l'intensification de la concurrence. On a constitué un comité mixte patronal-syndical sur les ressources humaines pour étudier diverses questions d'intérêt pour l'industrie. Le grand rapport déposé par cet organe en novembre dernier recommandait notamment que l'on crée une caisse de formation sectorielle alimentée à titre volontaire par les travailleurs, les entreprises et les gouvernements. Cette recommandation a été adoptée et est en cours d'application. La structure de cette caisse rappellera celle du comité mixte. Un conseil de formation à parité et à coprésidence patronales-syndicales surveillera les activités. Idéalement, tout travailleur de l'industrie aurait le droit de consacrer une partie de ses heures de travail à l'éducation ou à la formation dans l'industrie.

En 1986, le SAAI a financé une étude de faisabilité de l'industrie canadienne du plastique sur la création d'un système de prestation de services de formation. Cet exercice faisait suite à une enquête menée en 1983 par l'industrie sur les besoins en ressources humaines et qui a permis de constater une pénurie grandissante de travailleurs qualifiés. L'étude a recommandé principalement de créer à Toronto un centre canadien de formation dans le domaine des matières plastiques, sur le modèle du centre qui existe actuellement au Royaume-Uni et connaît beaucoup de succès. Il lui faudrait un fonds de démarrage d'environ trois millions de dollars. Les auteurs de l'étude ont conclu que ce nouvel organisme pourrait s'autofinancer dès sa quatrième année d'activité.

En dehors du cadre du SAAI, le Conseil des cadres supérieurs-ressources humaines de l'Institut canadien sur le tourisme a récemment proposé que l'on fonde un centre de formation semblable pour l'industrie du tourisme et de l'hôtellerie. Il a recommandé que quatre centres canadiens de formation en tourisme et hôtellerie (CCFTH) répondent dans tout le pays aux besoins de ressources humaines de l'industrie. L'industrie touristique des diverses régions assurerait la direction de ces centres. Les établissements d'enseignement et de formation, les associations de travailleurs et les organismes de tous les secteurs de l'industrie seraient

également invités à participer. Le Conseil estime que le gouvernement devrait accorder un financement de démarrage aux CCFTH qui devraient pouvoir s'autofinancer après trois à cinq ans.

On a aussi utilisé des fonds de la Planification de l'emploi pour favoriser les initiatives sectorielles de formation et de recyclage. Le Conseil canadien du commerce et de l'emploi dans la sidérurgie, organe commun de l'aile canadienne des Métallurgistes unis d'Amérique et des principales sociétés sidérurgiques du Canada, a récemment reçu 20 millions de dollars en vertu d'une entente conclue dans le cadre du volet Innovation. Cet organisme patronal-syndical a pour rôle premier d'examiner des questions d'intérêt commun et de trouver des solutions propres à sauvegarder la vigueur et la santé de l'industrie sidérurgique canadienne, et de venir en aide aux travailleurs de ce secteur que l'évolution technologique chasse de leur emploi. Investi de cette mission générale, il a un rôle important à jouer : fournir aux chômeurs actuels et futurs de cette industrie des services de formation, de recyclage et de perfectionnement.

Les conseils locaux de formation sont un autre moyen efficace d'intensifier les efforts de formation du secteur privé. Il y a l'exemple très positif du Comité consultatif de formation professionnelle de Hamilton-Wentworth, point de convergence des services de formation professionnelle de la région qui coordonne tous les programmes en place et élabore des initiatives appropriées de formation. Le comité est appelé principalement à constater les pénuries et les besoins futurs de compétences, à faire l'inventaire des ressources locales, à évaluer l'efficacité des programmes existants, à rechercher de nouvelles méthodes de formation et de nouveaux modes de prestation de services dans ce domaine et à faire rapport à ce sujet. Il conseille également les gouvernements fédéral et provincial sur les besoins locaux et l'orientation des efforts de financement publics dans ce même secteur, et vise à améliorer la collaboration entre les milieux d'affaires et les syndicats et à sensibiliser davantage les intéressés à la formation technique. Les activités de cet organisme s'appuient sur les employeurs, sont dirigées au niveau local et respectent les particularités des régions : c'est la clé de sa réussite.

Les représentants des milieux d'affaires au Groupe de travail ne voient pas pourquoi d'autres projets ne pourraient pas naître dans d'autres secteurs ou d'autres régions. C'est pourquoi nous recommandons :

Recommandation 2

Que les gouvernements encouragent d'autres industries et d'autres collectivités à explorer des façons d'intensifier leurs efforts actuels de formation par des initiatives sectorielles et communautaires comme celles qui existent déjà dans un certain nombre de secteurs et de collectivités.

La Stratégie de mise en valeur de la main d'oeuvre canadienne du gouvernement fédéral envisage en fait une multiplication des mesures d'amélioration de la formation et de la planification des ressources humaines au niveau sectoriel. Ses budgets annuels prévoient à cette fin une somme de 65 millions de dollars. Nous croyons que le Groupe de travail ne devrait pas manquer l'occasion qui lui est offerte de formuler des recommandations à cet égard. Les initiatives sectorielles futures comme celles qui ont été prises dans les secteurs de la sidérurgie et de l'électricité et de l'électronique devraient s'appuyer dans la mesure du possible sur les orientations fondamentales qui ont fait le succès du SAAI :

- Les initiatives devraient être bien planifiées, provenir du secteur privé et être appuyées par le gouvernement.
- Il devrait y avoir consultation mixte par le biais de comités formés de représentants des employeurs et des travailleurs. Ces comités devraient au besoin être présidés par un intervenant neutre. Ce mécanisme de consultation ne devrait pas essayer de remplacer les négociations collectives normales.
- Les milieux d'affaires et les syndicats seraient certes les principaux intervenants du processus, mais d'autres détenteurs d'enjeux comme les administrations publiques et le monde de l'éducation, par exemple, devraient aussi intervenir lorsque c'est souhaitable.
- Le gouvernement devrait apporter son aide rapidement et grouper ses services en un point de vente unique. Dans le cas des projets communautaires, cette aide devrait aussi viser

à renforcer les initiatives, l'innovation et la prise de décisions au niveau local.

Comptes de formation individuels

Les milieux d'affaires ont vu dans les comptes de formation individuels (CFI) une façon d'investir davantage dans la formation et d'en faciliter l'accès pour les travailleurs. Il s'agit essentiellement de comptes d'épargne portant intérêt où employeurs et salariés versent volontairement des cotisations fondées sur la rémunération des travailleurs. Le travailleur licencié pourrait en retirer l'argent dont il a besoin pour se recycler et se réinstaller. L'employeur et le salarié bénéficieraient tous deux de déductions d'impôt à l'égard de leurs cotisations et les sommes accumulées ne seraient pas assujetties à l'impôt si elles étaient affectées à des activités de formation.

Une proposition formulée récemment aux États-Unis prévoyait par exemple qu'employeurs et salariés verseraient volontairement tous les ans le montant le moindre de 250 $ ou 0,8 % du salaire des travailleurs jusqu'à ce que le compte de formation atteigne 4 000 $. Salariés et employeurs pourraient déduire leurs cotisations aux fins de l'impôt sur le revenu.

Nous croyons que les comptes de formation individuels pourraient être un moyen efficace d'encourager un plus grand nombre d'entreprises à fournir à leurs employés des occasions de formation et de recyclage. C'est pourquoi nous recommandons :

Recommandation 3

Qu'on établisse des comptes de formation individuels, auxquels contribueront les travailleurs et les employeurs, dans le but d'améliorer l'accès aux occasions de formation pour les travailleurs.

Programmes destinés à assurer la «formabilité» des jeunes

La formation et l'éducation des jeunes représentent un autre secteur clé où il serait possible d'améliorer les investissements consacrés à la formation par les entreprises. Les liens entre les employeurs et le monde de l'éducation au Canada n'ont jamais été aussi serrés que dans beaucoup d'autres pays. Les entreprises peuvent toutefois jouer un rôle crucial en aidant les jeunes Canadiens - et notamment ceux qui ne se destinent pas à des études ou à une formation postsecondaires - à passer sans heurt de l'école au travail. Il ne faut pas oublier que les étudiants qui entreprennent une éducation postsecondaire officielle sont une minorité. Il y a peu de services d'orientation professionnelle ou de préparation à l'emploi pour les 60 à 70 % des étudiants qui ne terminent pas l'école secondaire ou qui entrent sur le marché du travail avec leur seul diplôme d'études secondaires. Il n'est donc pas étonnant que beaucoup d'employeurs trouvent que les jeunes ne possèdent pas les connaissances et les aptitudes de base nécessaires pour tirer parti de la formation donnée en milieu de travail.

L'enseignement coopératif est un domaine clé où les entreprises pourraient investir davantage dans la formation. Beaucoup d'employeurs aident déjà des jeunes à se familiariser avec le monde du travail et à améliorer leurs compétences professionnelles en participant à des programmes coopératifs. En Ontario, par exemple, l'effectif des programmes coopératifs au niveau secondaire a augmenté rapidement pour franchir le cap des 45 000 étudiants, dont la vaste majorité font des stages en milieu de travail dans le secteur privé. Les gouvernements devraient aussi intervenir beaucoup plus activement en encourageant la multiplication des programmes coopératifs au niveau secondaire.

Les représentants des milieux d'affaires au Groupe de travail sont heureux que le gouvernement fédéral ait annoncé son intention d'utiliser les fonds de la CEIC pour stimuler l'augmentation des programmes coopératifs au niveau secondaire. Nous croyons qu'il est très logique d'augmenter les occasions d'enseignement coopératif offertes aux jeunes Canadiens et qu'il faudrait envisager d'autres initiatives de ce genre. C'est pourquoi nous recommandons :

Recommandation 4

Qu'on élargisse les programmes d'enseignement coopératif afin de faire en sorte que les jeunes Canadiens possèdent les connaissances et l'expérience nécessaires pour leur faciliter le passage de l'école au monde du travail et leur permettre d'entreprendre une formation fructueuse dans l'industrie.

Mesures destinées à encourager les particuliers à investir dans la formation

Régimes enregistrés d'épargne-perfectionnement (REEP)

Un programme enregistré d'épargne-perfectionnement constitué en abri fiscal sur le modèle des régimes enregistrés d'épargne-retraite (REÉR) serait une façon efficace d'encourager les travailleurs à investir dans leur formation et leur éducation. Les retraits des REEP seraient exonérés d'impôt s'ils servaient à des activités approuvées de perfectionnement professionnel, mais intégralement imposables lorsqu'utilisés à d'autres fins. Le principal avantage de tels programmes est la liberté qu'a l'intéressé de choisir la nature de la formation et le moment où il souhaite l'entreprendre. Leur principal inconvénient est toutefois qu'ils sont généralement moins avantageux pour les travailleurs à rémunération faible ou modeste.

Nous croyons qu'un régime enregistré d'épargne-formation constitué de la façon appropriée encouragerait fortement les individus à pourvoir à leurs besoins de formation et de recyclage. C'est pourquoi nous recommandons :

Recommandation 5

Qu'on envisage la création d'un régime enregistré d'épargne-perfectionnement (REEP) basé sur le modèle des régimes enregistrés d'épargne-retraite.

Congé d'études

Les représentants des milieux d'affaires au Groupe de travail appuient en général la possibilité d'augmenter les occasions de congés d'études, pourvu que l'octroi de ces congés soit négocié ou autrement convenu par les entreprises et leurs salariés. Les milieux d'affaires ne sont toutefois pas en faveur d'un programme fédéral universel de congés d'études puisque cette façon de procéder va à l'encontre du principe suivant lequel les gouvernements, et non pas les employeurs, devraient supporter par leur système d'éducation le coût des programmes généraux d'amélioration de l'éducation et de la formation. Il faut aussi souligner qu'un congé d'études payé universel imposé par les pouvoirs publics serait inévitablement désastreux pour des centaines de milliers de petites entreprises canadiennes à travers le pays. Le rôle du secteur privé devrait surtout se limiter à donner aux salariés une formation axée sur une entreprise ou un secteur professionnel en particulier.

Les congés d'études représentent néanmoins une possibilité légitime que beaucoup d'entreprises devraient envisager pour essayer d'augmenter les possibilités de formation offertes à leurs employés. Nous recommandons par conséquent :

Recommandation 6

Que les entreprises canadiennes augmentent les occasions de congés d'études pour leurs employés.

Exemption à l'égard des indemnités de cessation d'emploi et de la formation A.-C.

La société a clairement intérêt à encourager les individus à investir dans leur formation et leur perfectionnement. Le gouvernement pourrait favoriser cet objectif en accordant un traitement fiscal favorable aux indemnités de cessation d'emploi utilisées pour suivre une formation approuvée. On pourrait aussi modifier les changements apportés récemment au règlement sur l'assurance-chômage qui traitent les indemnités de cessation d'emploi et autres paiements de départ comme un substitut aux prestations d'assurance-chômage, afin de permettre aux intéressés de consacrer ces sommes à la formation et au recyclage. De telles exemptions inciteraient fortement ceux qui viennent d'être mis à pied ou de changer d'emploi à investir dans leur perfectionnement. C'est pourquoi nous recommandons :

Recommandation 7

Que les indemnités de cessation d'emploi ou autres indemnités de départ soient exonérées d'impôt à condition que les sommes en question servent à suivre une formation ou un recyclage approuvés.

Prêts ou garanties de prêts de formation consentis par le gouvernement

Pour promouvoir la formation, les gouvernements pourraient consentir des prêts ou des garanties de prêts aux stagiaires éventuels qui, autrement, pourraient ne pas avoir les moyens de suivre un programme de formation. On pourrait songer par exemple à un programme de prêts à la formation parrainé par le gouvernement et fondé sur le modèle des régimes fédéral et provinciaux de prêts aux étudiants. C'est pourquoi nous recommandons :

Recommandation 8

Qu'on envisage de lancer un programme national de prêts de formation parrainé par l'État afin d'encourager tous les Canadiens à hausser leurs compétences professionnelles.

Mesures destinées à faciliter l'élaboration d'objectifs, de priorités et de stratégies nationaux en matière de formation

Un Conseil consultatif national de la formation

Comme nous l'avons signalé plus tôt, il faut élaborer des politiques de formation dans le contexte des politiques générales d'éducation si l'on veut qu'elles soient efficaces. Il est de plus souhaitable, comme l'ont démontré les stratégies de formation du Japon, de l'Allemagne de l'Ouest et de la Suède, par exemple, de parvenir à un consensus général sur les rôles appropriés des secteurs public et privé dans la conception et l'administration des programmes de formation. Le Canada n'a malheureusement pas pour le moment de mécanisme officiel qui lui permette d'élaborer des priorités ou des objectifs nationaux en matière de formation, ni de moyens d'assurer la coordination efficace des politiques de formation et d'éducation. Il ne semble pas non plus y avoir de consensus général sur les rôles respectifs que devraient jouer les secteurs public et privé. Nous croyons qu'il s'agit là d'une lacune grave.

À une époque d'évolution rapide de la technologie, de durée de plus en plus éphémère des produits et de concurrence internationale féroce, le Canada n'a pas les moyens de se passer de priorités et d'objectifs nationaux en matière de formation. Les milieux d'affaires, les syndicats et les administrations publiques doivent finir par s'entendre sur leur rôle respectif vis-à-vis de la prestation de l'éducation et de la formation futures de la population active. Comme le soutenait la Chambre de Commerce du Canada dans un rapport qu'elle publiait récemment sur l'éducation et la formation, il est crucial d'amener les établissements d'enseignement, l'industrie et les décideurs publics à ...définir leur vision de l'éducation et de la formation au Canada et à s'entendre sur les responsabilités respectives de chacun lorsqu'il s'agit de mettre ce qu'ils prônent en pratique. Sans une telle vision, les Canadiens se retrouveront mal positionnés pour tirer parti des occasions énormes inhérentes à la nouvelle économie mondialisée.

Les représentants des milieux d'affaires au Groupe de travail croient donc qu'il faudrait envisager sérieusement de créer un nouvel organisme, un Conseil consultatif national de la formation, qui serait chargé de faciliter l'élaboration, au niveau national, des objectifs et des priorités en matière de formation. Nous estimons que ce conseil devrait être essentiellement bipartite, mais qu'il devrait inviter les gouvernements fédéral et provinciaux, ainsi que les établissements d'enseignement, à contribuer à ses travaux. Il faudrait aussi qu'il demeure relativement restreint et compte peut-être un conseil

d'administration de 12 membres et un secrétariat limité qui lui fournirait des services d'appui à la recherche et à l'élaboration de politiques. Le Centre canadien du marché du travail et de la productivité offre un exemple du genre de structure auquel nous songeons. En fait, le CCMTP pourrait même jouer ce rôle sans qu'il en coûte beaucoup ou rien de plus au gouvernement ou aux contribuables canadiens.

Il faudrait certes que le mandat du conseil de formation proposé soit élaboré après consultations entre les partenaires du marché du travail, mais nous estimons toutefois qu'il devrait être assez général pour permettre au conseil de jouer un rôle utile dans un certain nombre de domaines. Nous croyons plus particulièrement que le conseil devrait avoir le mandat

- de formuler des buts et des objectifs généraux et nationaux en matière de formation, et d'améliorer la coordination des politiques d'éducation et de formation;
- de favoriser, entre les milieux d'affaires, les syndicats, les gouvernements et les éducateurs, le dialogue sur les questions de formation et d'éducation;
- d'entreprendre des recherches sur les tendances du marché du travail et les politiques d'éducation et de formation nécessaires pour y répondre;
- de formuler des recommandations sur la façon d'améliorer le système d'éducation de base pour faire en sorte que les nouveaux arrivants sur le marché du travail possèdent un large éventail de connaissances de base;
- d'évaluer l'efficacité des programmes de formation actuels subventionnés par l'État;
- de favoriser la coopération entre le secteur privé et les établissements d'enseignement.

En plus de ces activités générales, nous croyons qu'un conseil national de la formation pourrait jouer un rôle très précieux en compilant et en élaborant des statistiques fiables et à jour sur la formation assurée dans l'industrie. Il n'existe pour le moment aucune définition généralement reconnue de la «formation». Certaines études mettent l'accent uniquement sur la formation structurée assurée dans l'industrie et n'englobent que les coûts directs de la formation comme les dépenses consacrées explicitement à l'enseignement, aux installations et au matériel didactique. D'autres comprennent toutefois le coût des détachements qui constituent, pour beaucoup d'employeurs, le principal élément du budget de formation. Les données fournies sont toutefois morcelées et incomplètes. Il n'existe à peu près aucune donnée sur la formation non structurée fournie dans l'industrie qui, selon certains, pouvait être jusqu'à six fois plus importante que la formation structurée.

Un conseil national de la formation pourrait aussi apporter une contribution utile en réunissant et diffusant de l'information sur les innovations apparues sur le marché du travail et les meilleures pratiques d'emploi du secteur privé. Il pourrait aussi jouer un rôle utile en assurant la promotion d'un large éventail de mesures de formation comme celles dont on a traité ci-dessus. Les représentants des milieux d'affaires au Groupe de travail ont été particulièrement impressionnés par le succès que connaissent les programmes de plus en plus nombreux de formation sectorielle et communautaire établis depuis quelques années à travers le pays. Nous estimons que le conseil de la formation proposé devrait intervenir activement pour encourager d'autres secteurs à adopter des programmes semblables.

C'est pourquoi nous recommandons :

Recommandation 9

Que l'on crée un Conseil consultatif national de la formation, constitué de représentants des milieux d'affaires, des syndicats, et d'autres organismes du secteur privé pour offrir des conseils sur les priorités, les stratégies, et les politiques nationales en matière de formation. Le conseil devrait aussi avoir le mandat d'entreprendre des recherches sur les tendances du marché du travail, de formuler des recommandations sur la façon d'améliorer le système de formation et d'éducation de base du Canada, d'évaluer les programmes de formation subventionnés par l'État, de réunir et de diffuser de l'information sur les innovations apportées sur le marché du travail par le secteur privé et de promouvoir les initiatives de formation du secteur privé qui sont couronnées de succès.

Un objectif national de formation

En plus d'améliorer les incitations fiscales et autres dans le but de stimuler la formation dans le secteur privé, il serait peut-être bon d'établir un objectif général de formation à l'échelle nationale. Un tel objectif constituerait un point de référence utile à l'égard duquel on pourrait évaluer à l'avenir l'amélioration des efforts de formation dans l'industrie. C'est pourquoi nous sommes disposés à appuyer, pour les dépenses consacrées à la formation des travailleurs par le secteur privé, un objectif national de 1 % de la masse salariale, qui pourrait être atteint au cours des cinq prochaines années. Cet objectif devrait être mesuré à la grandeur de l'économie et non pas à l'échelle des entreprises. Il importe toutefois d'insister sur le fait qu'il faut élaborer des critères nationaux, objectifs et qui fassent autorité pour évaluer les progrès effectués par l'industrie vers la réalisation de cet objectif. À ce sujet, nous sommes d'avis qu'il est urgent de procéder, auprès des entreprises, à une enquête nationale d'envergure sur la formation structurée assurée par l'industrie au Canada.

Les débats publics en cours sur l'état de la formation dans l'industrie mettent en évidence le besoin de statistiques objectives et à jour à ce sujet. Le chiffre le plus cité sur les activités de formation structurée dans l'industrie canadienne, soit 1,5 milliard de dollars en 1987, est tiré d'une mise à jour des données d'une enquête réalisée en 1984 par Statistique Canada à la demande d'Emploi et Immigration Canada. L'analyse du questionnaire d'enquête ne révèle toutefois pas si le calcul avait tenu compte du coût non salarial des détachements pour les employeurs, généralement reconnu comme l'élément le plus important des coûts de formation. Il est de plus difficile de distinguer la signification véritable de ce chiffre à cause des différences marquées dans la façon de comptabiliser les coûts de formation. Plus particulièrement, il est probable que beaucoup d'entreprises engagent des dépenses de formation «réelles» supérieures à ce qu'elles consignent à leurs livres et déclarent à l'occasion de sondages. Des changements économiques d'ordre structurel et cyclique ont incité depuis les entreprises à s'interroger davantage sur la compétence de leurs salariés et sur la suffisance générale des activités de formation. Ainsi, les statistiques de 1989, si elles étaient disponibles, pourraient fort bien révéler que le secteur privé dépense relativement plus en formation structurée. À cause des incertitudes et des données limitées qui caractérisent les discussions sur la formation, nous estimons que le Conseil consultatif national de la formation devrait s'efforcer d'élaborer des systèmes de définition et de suivi de la formation industrielle reconnus sur une plus grande échelle.

Une enquête nationale sur la formation en établissement pourrait aussi nous aider énormément à comprendre les nouveaux besoins de compétences professionnelles. Les instruments actuels de prévision sur les professions et les compétences sont relativement grossiers et les résultats manquent souvent de cohérence. Les estimations actuelles du Système de projection des professions au Canada (SPPC) indiquent par exemple que c'est chez les agriculteurs, les préposés à la tenue de livres, les aides-comptables et les concierges qu'il se créera le plus de postes en nombres absolus entre 1986 et 1995, prévision qui n'a guère à voir avec l'affirmation selon laquelle la population active canadienne aura besoin d'une augmentation spectaculaire des activités d'éducation et de formation à l'avenir.

C'est pourquoi les représentants des milieux d'affaires au Groupe de travail recommandent :

Recommandation 10

Qu'on établisse un objectif national de formation d'au moins 1 % de la masse salariale qui devra être atteint au cours des cinq prochaines années. Les progrès effectués vers la réalisation de cet objectif devraient être mesurés à l'échelle de l'économie en regard de critères objectifs et faisant autorité.

Conclusion : établissement des priorités

Les représentants des milieux d'affaires au Groupe de travail reconnaissent que la formation et le perfectionnement sont des éléments de plus en plus importants de la compétitivité nationale. Beaucoup d'entreprises canadiennes ont déjà commencé à relever le défi posé par la formation, mais les efforts

de formation et de recyclage de l'industrie devront certainement augmenter. Il reste surtout à établir le moyen le plus efficace d'y parvenir. Nous croyons que des mesures comme celles qui ont été évoquées dans ce document sont le moyen le plus efficace de multiplier les activités de formation dans le secteur privé, et c'est pourquoi nous espérons qu'on les analysera sérieusement.

Nous avons formulé nos recommandations sous trois grandes rubriques générales, soit celles qui visent à inciter les entreprises à investir dans la formation, celles qui cherchent à encourager les particuliers à investir dans le même domaine et celles qui visent à faciliter l'élaboration d'objectifs, de priorités et de stratégies nationaux en matière de formation. En voici un résumé :

Mesures destinées à inciter les entreprises à investir dans la formation

Les représentants des milieux d'affaires au Groupe de travail recommandent :

Recommandation 11

Qu'on élabore des incitations fiscales afin d'encourager les entreprises canadiennes à augmenter leurs activités de formation.

Recommandation 12

Que les gouvernements encouragent d'autres industries et d'autres collectivités à chercher des façons d'intensifier leurs efforts actuels de formation par des initiatives sectorielles et communautaires comme celles qui existent déjà dans un certain nombre de secteurs et de collectivités.

Recommandation 13

Qu'on établisse des comptes de formation individuels, auxquels contribueront les travailleurs et les employeurs, dans le but d'améliorer l'accès aux occasions de formation pour les travailleurs.

Recommandation 14

Qu'on élargisse les programmes d'enseignement coopératif afin de faire en sorte que les jeunes Canadiens possèdent les connaissances et l'expérience nécessaires pour leur faciliter le passage de l'école au monde du travail et leur permettre d'entreprendre une formation fructueuse dans l'industrie.

Mesures destinées à encourager les particuliers à investir dans la formation

Les représentants des milieux d'affaires au Groupe de travail recommandent :

Recommandation 15

Qu'on envisage la création d'un régime enregistré d'épargne-perfectionnement (REEP) **basé sur le modèle des régimes enregistrés d'épargne-retraite.**

Recommandation 16

Que les entreprises canadiennes augmentent les occasions de congés d'études pour leurs employés.

Recommandation 17

Que les indemnités de cessation d'emploi ou autres indemnités de départ soient exonérées d'impôt à condition que les sommes en question servent à suivre une formation ou un recyclage approuvés.

Recommandation 18

Qu'on envisage de lancer un programme national de prêts de formation parrainé par l'État afin d'encourager tous les Canadiens à hausser leurs compétences professionnelles.

C. Mesures destinées à faciliter l'élaboration d'objectifs, de priorités et de stratégies nationaux en matière de formation

Les représentants des milieux d'affaires au Groupe de travail recommandent :

Recommandation 19

Que l'on crée un Conseil consultatif national de la formation, constitué de représentants des milieux d'affaires, des syndicats, et d'autres organismes du secteur privé pour offrir des conseils sur les priorités, les stratégies, et les politiques nationales en matière de formation. Le conseil devrait aussi avoir le mandat d'entreprendre des

recherches sur les tendances du marché du travail, de formuler des recommandations sur la façon d'améliorer le système de formation et d'éducation de base du Canada, d'évaluer les programmes de formation subventionnés par l'État, de réunir et de diffuser de l'information sur les innovations apportées sur le marché du travail par le secteur privé et de promouvoir les initiatives de formation du secteur privé qui sont couronnées de succès.

Recommandation 20

Qu'on établisse un objectif national de formation d'au moins 1 % de la masse salariale qui devra être atteint au cours des cinq prochaines années. Les progrès effectués vers la réalisation de cet objectif devraient être mesurés à l'échelle de l'économie en regard de critères objectifs et faisant autorité.

Nous croyons certes que les mesures décrites ci-dessus constitueraient un grand pas en avant pour aider le Canada à satisfaire à ses besoins futurs en matière de formation, mais nous devons insister sur un point : il importe de faire en sorte que tous les Canadiens possèdent un vaste bagage de connaissances de base lorsqu'ils arrivent dans la population active. Nous sommes convaincus que l'amélioration des connaissances de base des travailleurs canadiens constitue le principal défi que le Canada devra relever sur le plan des ressources humaines au cours des années à venir. Ces connaissances sont essentielles à la formabilité et l'adaptabilité de la population active. Un des principaux avantages compétitifs dont jouissent les compagnies japonaises, par exemple, c'est leur capacité de puiser à même un système d'éducation et une société plus générale qui fournissent à ses travailleurs un solide bagage de connaissances de base de la lecture, de l'écriture et du calcul.

Il est malheureux de constater que beaucoup trop de Canadiens ne possèdent toujours pas suffisamment de connaissances de base à leur arrivée dans la population active. Le CCMTP estime à plus de 600 000 le nombre actuel de postes vacants que l'on ne peut combler malgré le chômage élevé et persistant qui sévit dans certaines régions et dans certains segments de la population. Beaucoup de Canadiens ne possèdent tout simplement pas les connaissances nécessaires pour occuper ces emplois, ou n'importe quel autre emploi. Tant que l'on ne réussira pas à combler ces lacunes générales du bagage de connaissances des Canadiens, nous estimons que les mesures destinées uniquement à stimuler les activités de formation dans le secteur privé ont peu de chance, du moins à elles seules, d'améliorer de façon spectaculaire la flexibilité, la productivité ou les possibilités de carrière des travailleurs canadiens.

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[1] Enquête du CCMTP sur le leadership, 1989.

PERSPECTIVE SYNDICALE SUR LA FORMATION - Synthèse

Introduction

Le champ d'action de ce groupe de travail était la formation et le perfectionnement des travailleurs déjà employés. Bien que nous ayons pu avoir l'impression que notre mandat nous demandait d'étudier la meilleure façon de dépenser les 65 millions de dollars que le gouvernement fédéral avait transférés de l'assurance-chômage, les membres du Groupe de travail ont défini notre mission bien différemment. Les représentants syndicaux étaient absolument contre cette érosion du régime d'assurance-chômage; tous les intervenants sont convenus que notre apport serait beaucoup plus utile si nous allions au-delà du cas particulier des 65 millions et abordions la question plus vaste - et plus difficile - du genre de politique que le Canada devrait pratiquer pour développer les compétences et les capacités de ses travailleurs.

Malheureusement, nous n'avons pu nous mettre d'accord sur la nature de cette politique. Les divergences ont permis de comprendre comment les syndicats et le patronat évaluaient la formation déjà prévue, et ce que devaient être l'étendue et l'objet de cette formation. Cela a donc amené des divergences de vues sur la structure, le financement, voire la nécessité d'une politique nationale entièrement nouvelle en matière de formation.

Perspective syndicale du besoin de formation

Le monde du travail se transforme. Pour exploiter les occasions de production que représente cette évolution, notre société devra changer de bien des façons. Un élément critique de la préparation à ces changements consistera à développer l'instruction et les compétences de la main-d'oeuvre actuelle.

Le genre de compétences dont les travailleurs ont besoin aujourd'hui, et dont ils auront de plus en plus besoin désormais, va au-delà de l'«articulation» sur leurs emplois particuliers. La rapidité des changements exige des compétences de développement - des compétences qui renforcent l'apprentissage continu, qui aident les travailleurs à s'adapter à la technologie nouvelle, qui donnent aux travailleurs une plus grande mobilité pour passer à de nouveaux emplois, et qui signifient un plus grand apport des travailleurs à ce qui se passe autour de nous et une plus grande expérience en la matière. De plus, les emplois exacts qui feront surface plus tard sont inconnus. Cette incertitude même renforce l'importance de ce genre de formation de développement élargie.

Quatre principes sous-tendent les demandes du mouvement syndical en matière de formation :

- La formation est un droit. Ce droit doit être universel - c'est-à-dire que la formation doit être disponible, sans entraves, pour tous les travailleurs.
- La formation est une composante fondamentale d'un emploi. Les travailleurs devraient avoir accès à la formation pendant les heures de travail, avec pleine rémunération.
- La formation est un outil d'équité. C'est un outil permettant de surmonter les iniquités particulières auxquelles doivent faire face les femmes, les membres des minorités visibles, les autochtones, les handicapés, les néo-Canadiens et les travailleurs à bas salaire sur le marché du travail. Tout travailleur qui n'a pas fait d'études secondaires de base doit avoir le droit de se perfectionner, par un congé d'études payé.
- Contribution. Les travailleurs et leurs syndicats doivent avoir un rôle central à jouer dans l'orientation de la formation, à tous les niveaux.

Mécanisme de promotion de la formation

Il ressort clairement d'une vaste gamme d'études ainsi que de notre expérience que l'économie canadienne et les travailleurs canadiens ont eu tort de compter sur le système privé-volontaire de formation, tant pour la quantité que pour la qualité de la formation. De nombreux employeurs qui réagissent aux pressions et aux demandes les concernant n'ont tout simplement pas la motivation nécessaire pour assurer le niveau et le genre de formation qui sont dans l'intérêt à long terme de l'économie plus vaste et des travailleurs individuels. Nous avons donc conclu qu'il est critique de lancer une nouvelle initiative : nous devons, en tant que pays, prendre un grand engagement envers un programme national de formation.

Pour financer ce programme et pour assurer que tous les employeurs contribueront au moins à cette amélioration de la main-d'oeuvre nationale, nous recommandons au gouvernement d'établir un Fonds pour la formation s'appuyant sur un impôt patronal d'un pour cent de la rémunération. Les employeurs qui offriraient une formation valable pourraient alors être admissibles à l'aide de ce fonds.

Une Commission nationale de la formation, formée de travailleurs et de patrons, avec l'apport du secteur de l'enseignement et de la grande collectivité, serait responsable de l'établissement des grands principes directeurs pour l'approbation des programmes à financer par ce nouveau fonds. L'administration même des programmes serait décentralisée au niveau provincial et serait sensible aux besoins locaux et sectoriels et aux programmes existants qui ont fait leurs preuves.

Les programmes devraient tirer plein parti de nos établissements publics d'enseignement (p. ex., collèges communautaires), qu'ils soient offerts au lieu de travail ou dans l'établissement même. Dans bien des cas, ces établissements d'enseignement pourraient avoir à modifier leur structure et leur rendement pour mieux s'adapter aux besoins des travailleurs en tant que clients, et pour tenir compte de l'intérêt public. Mais ils représentent une ressource publique qu'il faut exploiter à fond et sont un mécanisme vital pour donner une plus grande orientation à la formation.

Conclusion

Malgré tous les efforts que nous avons faits pour nous entendre sur une importante initiative nouvelle, nous n'y sommes pas arrivés. Les représentants syndicaux ont proposé une formule simple qui aurait fini par coûter à tous les employeurs un pour cent de la liste de paye pour la formation et l'instruction de leur main-d'oeuvre. Ceux qui l'auraient fait auraient reçu un crédit à valoir auprès du Fonds national pour la formation. Nous étions disposés à étaler la mise en oeuvre du processus de manière à donner à tous les employeurs et travailleurs amplement de temps pour se préparer à leur obligation ultérieure.

Plusieurs points de désaccord sont ressortis entre nous et les représentants patronaux, mais le plus fondamental a été l'insistance des employeurs pour que la participation des employeurs soit facultative et que toute nouvelle commission de formation soit confinée à une rôle consultatif seulement. De notre côté, nous étions convaincus que c'était une réaction beaucoup trop timide, compte tenu de l'agitation qui marque notre époque.

Le Groupe de travail a terminé sa tâche. Il n'a pas réalisé le consensus recherché, mais - croyons-nous - il a précisé les enjeux et les choix. Nous nous rappelons que le premier ministre a promis avant les élections de donner aux travailleurs les programmes de formation et d'adaptation qui seraient les «meilleurs au monde». Si nos recommandations sont acceptées, il restera des questions difficiles à trancher et des débats à vider sur les détails des programmes de formation. Cependant, nous aurons finalement enclenché un processus qui aurait dû l'être depuis longtemps.

PERSPECTIVE SYNDICALE SUR LA FORMATION - Papier de discussion

Introduction

Le présent document a pour objet de décrire le point de vue général du secteur syndical en matière de formation. Il traite essentiellement des besoins de formation des gens qui ont déjà un emploi, mais nous souhaitons une certaine corrélation entre l'élaboration d'un programme de formation semblable à celui que nous proposons dans les présentes et les activités des autres groupes de travail qui participent aux consultations sur la stratégie de perfectionnement de la population active que propose le gouvernement fédéral et qui traite des besoins d'autres groupes de travailleurs et travailleuses.

La partie A renferme des observations sur le rôle de la formation, la partie B traite des lacunes du système actuel de formation, la partie C décrit la large perspective syndicale de la formation, tandis que la partie D porte sur les principes fondamentaux de toute nouvelle stratégie nationale, précise le rôle des établissements à cet égard et discute de financement.

Le role de la formation

Au cours des derniers mois, de nombreux appels ont été lancés en faveur d'importantes améliorations de l'action du Canada sur le plan de la formation -- par ex., le rapport de Grandpré, le document d'orientation de la CEIC intitulé "Le nouveau mode d'emploi", le Groupe de travail sur l'adaptation du CCMTP, le Rapport du Conseil du Premier ministre de l'Ontario. Ces rapports avaient pour toile de fond générale le "problème d'adaptation" découlant de la vaste restructuration de l'économie canadienne dans la décennie des années quatre-vingt. Cette restructuration résulte de l'accroissement du commerce international et de la concurrence, en général, et des répercussions prévues de l'Accord canado-américain de libre-échange, en particulier; elle s'est également poursuivie en raison de l'accélération de l'évolution technologique. On en est venu à considérer la formation et le recyclage comme des moyens cruciaux de faire face aux problèmes d'adaptation des travailleurs et travailleuses pris isolément et comme une façon de faciliter la "restructuration positive" de l'économie dans son ensemble -- c'est-à-dire par la mise en place de secteurs avancés sur le plan technologique, disposant de connaissances entraînant une productivité élevée et à grande intensité de compétences. Le but ainsi recherché est de garantir la poursuite de la croissance économique et le maintien d'emplois de haute qualité et bien rémunérés dans une économie "mondialisée". On considère également qu'il est essentiel d'accorder une importance nouvelle à la formation à cause du phénomène de la dénatalité, des modifications dans les schémas d'immigration et de pénuries grandissantes de compétences.

Il y a lieu de se réjouir de l'émergence de ce consensus en faveur d'une augmentation du nombre et de la qualité des possibilités de formation dans la mesure où le mouvement syndical préconise depuis longtemps de plus grandes possibilités d'éducation et de formation pour les travailleurs et travailleuses et une approche planifiée des besoins du marché du travail. La formation est effectivement un important instrument d'adaptation, aussi bien pour les personnes que pour l'économie dans son ensemble. Toutefois, la formation ne constitue pas en soi une solution au chômage; la restructuration, le bien-être de chacun des travailleurs et travailleuses et le rôle de la formation doivent être situés dans un contexte plus large.

Figurent parmi les conséquences de la restructuration intervenue pendant les années quatre-vingt la disparition de nombreux emplois relativement bien rémunérés et qualifiés dans le secteur de la transformation, la forte croissance d'emplois faiblement rémunérés, demandant peu de compétences, dans le

secteur privé des services, et la banalisation largement répandue des emplois, de même que le recyclage, en raison de l'évolution technologique. Il en résulte non pas une augmentation générale et uniforme des besoins de compétences, mais plutôt une polarisation accrue sur le marché du travail entre les emplois bien rémunérés demandant de grandes compétences et les emplois offrant un revenu peu élevé et exigeant un faible niveau de compétence.

La persistance d'un taux élevé de chômage et la prolifération d'emplois temporaires ou à temps partiel donnant un salaire peu élevé résulte de la restructuration des entreprises et de la non-application par les gouvernements de politiques macro-économiques, industrielles et de développement régional, et non pas d'une inadéquation entre les compétences des travailleurs et travailleuses et les qualifications demandées pour les emplois disponibles. La formation visant à remédier aux pénuries de compétences peut certainement avoir pour effet de comprimer le chômage et d'éliminer d'importants obstacles à la croissance, mais elle ne saurait aucunement se substituer à des politiques axées sur le plein emploi.

La restructuration "positive", c'est-à-dire la mise en place de secteurs industriels avancés, à forte productivité et offrant des salaires élevés, exigera une planification industrielle et économique globale, la gestion du commerce international et d'autres mesures allant bien au-delà du perfectionnement des compétences des travailleurs et travailleuses.

Du point de vue des besoins des travailleurs et travailleuses au chômage, il est évident que la formation peut accroître la possibilité qu'ils trouvent un emploi satisfaisant. Toutefois, cela ne justifie aucunement la compression des dépenses soi-disant "passives" affectées à l'assurance-chômage, qui est essentielle à la sécurité du revenu des travailleurs et travailleuses et au soutien du revenu après un licenciement et pendant la recherche d'un emploi.

Il importe que les politiques d'adaptation aillent beaucoup plus loin que la formation et comprennent une aide à la réinstallation, des programmes de transition adéquats vers la retraite anticipée et des mesures visant à maintenir le niveau de l'emploi dans des industries en déclin et des régions connaissant un taux élevé de chômage.

En bref, la formation n'est qu'un élément de la solution de notre vaste problème économique et d'"adaptation", et non une panacée pouvant faire disparaître tous nos maux.

Le systeme actuel de formation

Le système de formation canadien est, dans la meilleure des hypothèses, conçu de façon à atteindre des objectifs de "compétitivité" et d'adaptation de la main-d'oeuvre qui sont définis de façon très étroite.

Les entreprises canadiennes consacrent moins de 0,5 % de leur masse salariale à des programmes officiels de formation destinés à la population active salariée, soit moins de la moitié de la proportion observée aux États-Unis, lesquels, de leur côté, n'y affectent qu'une fraction du montant consacré à cette activité dans d'autres pays industriels avancés. Les fonds minimes qui sont dépensés dans le quart des entreprises qui procèdent à une formation officielle sont concentrés sur des cours de faible durée qui, par surcroît, sont principalement dispensés aux titulaires de postes de gestion, aux professionnels et au personnel technique de haut niveau. En dépit de toutes les belles déclarations à l'effet que "les gens sont notre ressource la plus précieuse" et à propos de la nécessité d'une amélioration générale des compétences afin d'accroître la souplesse, on constate qu'on n'offre que très peu de possibilités de formation en bonne et due forme à la grande majorité des travailleurs et travailleuses.

Il se fait beaucoup d'activités officieuses et non structurées de formation en milieu de travail, mais elles sont étroitement conçues en fonction des postes de travail et de l'entreprise au lieu de viser le perfectionnement personnel des salarié-e-s. De ce fait, elles ne contribuent que faiblement à la réalisation de l'objectif d'une amélioration générale des qualifications des travailleurs et travailleuses. Une telle formation ne permet pas non plus de satisfaire le besoin qu'ont les travailleurs et travailleuses de qualifications reconnues et transférables.

La formation en milieu de travail ne fait pratiquement l'objet d'aucune réglementation et est financée presque exclusivement par les employeurs

concernés. Il n'existe donc que peu de mécanismes visant à assurer l'organisation collective de la formation en vue de la réalisation de larges objectifs collectifs. Nous subissons les effets de cette approche laxiste sous forme de pénuries de compétences, particulièrement pendant les périodes de pointe de l'activité économique, et sous forme d'une sous-formation systématique en regard des besoins de compétences actuels et futurs.

Le sous-investissement dans la formation est favorisé par le fait que les sociétés qui ne dispensent pas de formation sont en mesure de recruter des travailleurs et travailleuses au service de compagnies qui ont investi dans ce domaine. Le patronat, dans son ensemble, affirme avoir besoin d'une main-d'oeuvre bien qualifiée et possédant de larges compétences, mais il existe d'importants facteurs dissuadant les employeurs pris isolément de dispenser une telle formation.

Seule une faible part des dépenses gouvernementales affectées à la formation sont consacrées au recyclage et à l'amélioration des compétences des travailleurs et travailleuses occupant un emploi (par ex., les programmes d'apprentissage, les programmes de la Planification de l'emploi axée sur le recyclage rendu nécessaire par les changements technologiques et une formation en vue de remédier aux pénuries de compétences, quelques programmes provinciaux similaires). Certes, des facteurs importants militent en faveur d'une concentration des dépenses gouvernementales directes sur les chômeurs et chômeuses et les personnes qui ne sont pas sur le marché du travail, mais une politique gouvernementale consistant à négliger la formation à l'intention des personnes au travail aggrave, au lieu de les corriger, les faiblesses d'un système de formation décentralisé et reposant sur les employeurs.

Les dépenses de formation engagées par le gouvernement fédéral ont fait l'objet de compressions marquées au cours des dernières années. Les fonds restants ont été étroitement ciblés à l'intention des chômeurs et chômeuses de longue durée et des niveaux arrivants sur le marché du travail qui sont dépourvus d'une formation de base et de compétences professionnelles précises. En d'autres termes, on n'offre pas de possibilités de formation à la grande majorité des travailleurs et travailleuses au chômage et à ceux qui occupent des emplois temporaires, non qualifiés ou demandant un niveau de compétences peu élevé, et faiblement rémunérés, alors que ces personnes ont besoins d'une formation et souhaitent en bénéficier. Le principal objectif de ces programmes est de préparer les travailleurs et travailleuses ayant des "difficultés sur le marché du travail" à occuper les emplois disponibles (principalement des emplois exigeant peu de qualifications), et non pas de relever le niveau général des compétences.

On n'a pris pratiquement aucune disposition en vue d'assurer une formation visant à prévenir les difficultés d'adaptation, par ex., le recyclage de travailleurs et travailleuses avant leur mise en disponibilité.

La formation financée par le programme de Planification de l'emploi s'effectue de plus en plus en dehors des établissements d'éducation publics qui sont le plus en mesure de dispenser aux étudiant-e-s une formation de base ou de leur permettre d'acquérir de larges compétences reconnues. La privatisation de la formation par l'intermédiaire du subventionnement des salaires payés par les employeurs favorise, à son tour, une formation de courte durée, non reconnue, étroitement définie en fonction des exigences du poste de travail plutôt qu'une formation davantage axée sur le perfectionnement et sur un relèvement sensible du degré de qualification.

Les programmes de formation offerts au titre de la Planification de l'emploi n'ont pas réussi, de façon générale, à rehausser la position globale des femmes, des autochtones, des minorités visibles et des handicapé-e-s sur le marché du travail. Le taux de participation des travailleurs et travailleuses âgés à ces programmes est de beaucoup inférieur à la proportion de ces travailleurs et travailleuses âgés parmi les chômeurs et chômeuses.

Les établissements publics de formation (collèges, instituts professionnels, etc.) sont de plus en plus sous-financés en raison des compressions fédérales, de la restructuration des dépenses engagées par la Planification de l'emploi et de la réduction des

budgets provinciaux. Ce sous-financement sape de façon chronique la capacité du système public de formation de satisfaire à la demande grandissante d'accroissement des services de formation venant de travailleurs et travailleuses et des milieux industriels.

En dépit de quelques initiatives prometteuses récentes (par ex., en Ontario, le programme BEST - Éducation de base pour la formation professionnelle), aucun effort concerté ne se fait à l'échelle nationale pour venir en aide au quart des Canadiens et Canadiennes qui sont dépourvus de connaissances de base pour ce qui est de la lecture, de l'écriture, du calcul et de connaissances connexes.

La grande majorité des travailleurs et travailleuses qui souhaitent améliorer leurs compétences et leur niveau d'éducation ne reçoivent pratiquement aucun revenu, congé avec solde ou d'autres formes de soutien de la part des employeurs et des gouvernements mais ils doivent au contraire trouver le moyen de suivre des cours pendant leurs temps libres, à leurs frais, tout en s'efforçant de concilier leurs responsabilités familiales et professionnelles.

L'enchevêtrement incohérent des programmes fédéraux et provinciaux en place constitue un important obstacle à l'accès aux possibilités de formation limitées qui existent.

Le manque d'informations détaillées sur les débouchés professionnels disponibles porte atteinte à la capacité des particuliers de prendre des décisions rationnelles en matière de formation.

Vision d'ensemble de la formation de la part du mouvement syndical

1) Un des objectifs fondamentaux du système d'éducation et de formation devrait être de donner à chaque travailleur ou travailleuse le droit de mettre en valeur ses talents et ses capacités.

L'éducation et la formation ne devraient pas être entièrement subordonnées aux besoins de l'économie et du milieu de travail, mais être considérées, plutôt, comme fondamentales pour l'avènement d'une société véritablement démocratique. Tous les citoyens et citoyennes devraient avoir des droits définis d'accès à une formation de base et à des possibilités d'apprendre tout au long de leur vie. Les droits d'accès doivent comprendre le droit à un congé du travail, à un revenu et à d'autres modalités de soutien, comme par exemple des services de garderie pendant que les travailleurs et travailleuses se consacrent à leur éducation et à leur formation.

Il est particulièrement important que les travailleurs et travailleuses jouissent du droit d'acquérir des connaissances de base sur le plan de la lecture, de l'écriture et du calcul au moins jusqu'au niveau de la 12e année, si l'on veut qu'ils participent à part entière à une société en évolution rapide et avancée sur le plan technique. Ce niveau d'éducation constitue également le fondement requis de la plupart des cours avancés de formation professionnelle, y compris l'apprentissage, les cours techniques de niveau collégial, etc. Ce sont les particuliers possédant une bonne éducation de base qui sont le mieux à même de se recycler tout au long de leur vie active. Ce droit à une éducation de base doit être exercé par l'intermédiaire de droits définis à un congé d'éducation payé dans le cas de travailleurs et travailleuses occupant un emploi, et de droits définis à un soutien de revenu de la part des gouvernements en faveur des travailleurs et travailleuses au chômage, des prestataires de l'aide sociale et des personnes en dehors de la population active.

En revanche, l'accès aux cours précis de formation professionnelle doit faire l'objet d'une réglementation adaptée au besoin de qualifications particulières sur le marché du travail. Par exemple, l'inscription à des programmes d'apprentissage doit se fonder sur la prévision de besoins de métiers donnés.

2) La formation doit être conçue de façon large et axée sur le perfectionnement plutôt qu'étroitement définie en fonction des besoins de l'entreprise et du poste de travail.

La formation devrait ramener au minimum la dépendance à l'égard d'un employeur donné et jeter

les fondements d'une souplesse personnelle sur le marché du travail. Le modèle idéal de la formation professionnelle est un programme d'apprentissage qui procure au travailleur ou à la travailleuse la maîtrise de tous les aspects d'un métier largement pratiqué et un certificat de compétence reconnu. S'il est vrai que le modèle de l'apprentissage n'est pas du tout applicable à toutes les situations en matière de formation, même une formation de courte durée et très spécialisée peut être structurée de façon à dépasser les besoins d'une utilisation particulière de qualifications et ceux d'un employeur et à ouvrir la voie à l'acquisition de nouvelles connaissances. C'est dans les établissements publics qu'une telle formation est le plus susceptible d'être dispensée et de déboucher sur la reconnaissance des compétences acquises.

3) La formation devrait accroître la capacité des travailleurs et travailleuses d'exercer un contrôle collectif sur le milieu de travail et le processus de production.

Une formation étroite, "sur mesure", vise à répondre de façon rentable aux besoins particuliers de compétences d'un employeur donné, mais ne permet guère au travailleur ou à la travailleuse de comprendre ou de contrôler l'ensemble du processus du travail. Une large formation professionnelle axée sur le perfectionnement de la main-d'oeuvre, au contraire -- particulièrement une formation reposant sur la définition des compétences par les travailleurs et travailleuses, comme dans les métiers spécialisés traditionnels -- rehausse la capacité collective des travailleurs et travailleuses d'infléchir l'organisation du travail. Cela vaut tout particulièrement lorsque des modifications du processus de production viennent faire éclater des classifications étroites des postes de travail.

Des stratégies de formation lancées par les syndicats dans un certain nombre de pays d'Europe de l'Ouest ont fait partie intégrante d'une stratégie de maîtrise du changement technologique visant à recycler les travailleurs et travailleuses plutôt qu'à banaliser leur poste de travail. Elles ont pour fondement le principe selon lequel si les travailleurs et travailleuses possèdent une large base de compétences, les syndicats seront mieux à même de comprendre le changement technologique et de mener des négociations sur la façon dont les nouvelles techniques et les nouveaux procédés de fabrication sont introduits en milieu de travail.

En outre, l'existence d'une large base de compétences peut exercer une influence positive sur les stratégies de restructuration des employeurs industriels, favorisant le passage à un mode de fabrication à grande intensité de compétences et à forte valeur ajoutée, par opposition à une production de masse fortement automatisée et à grande intensité de capitaux.

4) La formation devrait faire partie intégrante d'une vie professionnelle normale.

Il faut que la formation soit considérée comme un élément normal du travail et de la vie professionnelle, et non pas comme une activité qui doit être effectuée par le travailleur ou la travailleuse pendant ses temps libres. Des dispositions doivent être prises en vue de congés payés de formation et de recyclage à l'intention des travailleurs et travailleuses occupant un emploi, ou de la prestation d'une formation par des établissements publics en milieu de travail pendant les heures de travail, ou les deux.

5) La formation doit s'inscrire dans un processus global de planification du marché du travail.

Il importe que la formation professionnelle réponde à des besoins de compétences qui se modifient et aux besoins d'un marché du travail en évolution. Or, les particuliers et les établissements de formation ne disposent pas de suffisamment d'informations pour pouvoir prendre des décisions judicieuses.

Au niveau de l'entreprise, les syndicats doivent avoir accès aux informations de la direction pour que se produise une participation efficace à la "planification des ressources humaines". Aux échelons local, provincial et national du marché du travail, chacun des travailleurs et travailleuses, particulièrement ceux qui sont au chômage, et les établissements publics de formation ont besoin d'informations détaillées sur les vacances de poste actuelles et susceptibles de se produire à l'avenir, ainsi que sur l'évolution des besoins de compétences

afin de déterminer les cours qu'ils devraient respectivement suivre ou offrir. Il faut que ces informations soient recueillies de façon complète et systématique auprès des employeurs et d'autres parties (par ex., par l'intermédiaire d'une notification obligatoire des vacances de poste) et que les particuliers et les établissements de formation y aient facilement accès à l'échelon local. Il faut également que les particuliers puissent obtenir facilement des conseils éclairés sur la formation et sur les possibilités de formation professionnelle en général.

Les cours de formation professionnelle offerts par des établissements comme les collèges communautaires devraient être conçus en étroite coopération avec des comités consultatifs régionaux ou sectoriels comprenant des représentants et représentantes des employeurs et des syndicats. La formation doit également être intégrée à des stratégies précises de développement régional et industriel au lieu de se substituer à celles-ci.

Les syndicats doivent exercer un contrôle conjoint sur le processus de formation l'heure actuelle, les syndicats ne jouent, en matière de réglementation de la formation en milieu de travail, qu'un rôle limité, par l'intermédiaire de la négociation collective (par ex., par la négociation de l'inscription à des programmes de formation mis en oeuvre par l'entreprise, la négociation d'un congé d'éducation payé). Ils jouent un rôle plus poussé en ce qui concerne la réglementation de nombreux programmes d'apprentissage dans des métiers spécialisés. Quelques syndicats dispensent eux-mêmes des programmes de formation professionnelle (par ex., les TUAC à Cambridge, les Opérateurs de machines lourdes à Toronto) et d'autres possèdent une certaine expérience au sein d'organismes industriels conjoints (par ex., l'Association des manufacturiers d'équipement électrique et électronique du Canada, le Conseil canadien du commerce et de l'emploi dans la sidérurgie). L'influence et la participation du mouvement syndical sont variables -- mais très limitées, de façon générale -- au sein d'établissements de formation publique et d'instances provinciales et fédérales s'occupant de planification du marché du travail (par ex., les Conseils de formation industrielle en Ontario, les Comités consultatifs locaux de la CEIC).

Dans de nombreux pays d'Europe de l'Ouest (par ex., la Suède, l'Allemagne fédérale, le Royaume-Uni avant l'ère Thatcher), le mouvement syndical exerce un contrôle beaucoup plus grand sur le processus et le contenu soit de la formation en milieu de travail et au niveau industriel (par ex., par l'intermédiaire de comités conjoints de formation qui, souvent, ont des droits et responsabilités statutaires, comme en Allemagne, et les anciens Conseils de formation industrielle au Royaume-Uni), et/ou à l'échelon régional et national (par ex., par l'entremise d'une participation directe à des conseils régionaux et nationaux du marché du travail, comme en Suède, qui disposent d'importants budgets de formation).

Pour que la formation réponde aux besoins des travailleurs et travailleuses, il est essentiel que les syndicats possèdent des droits clairement définis de participation à des établissements qui, dans les faits, contrôlent la formation par la dépense des fonds et l'exercice de pouvoirs réglementaires.

7) La responsabilité financière de la formation incombe aux employeurs et aux gouvernements.

La responsabilité financière de la formation des travailleurs et travailleuses occupant actuellement un emploi et de la formation professionnelle particulière devrait incomber aux employeurs puisqu'ils bénéficient directement de l'investissement dans la formation professionnelle et parce que la société dans son ensemble prend en charge une large part du coût de formation de la population active par l'intermédiaire de l'éducation générale et des dépenses consacrées à la formation des chômeurs et chômeuses, des nouveaux arrivants sur le marché du travail, etc.

Compte tenu des besoins des personnes en dehors de la population active au travail, il n'est pas indiqué que d'importants crédits gouvernementaux soient réorientés vers la formation de personnes occupant

déjà un emploi. Une exception devrait être faite dans le cas des programmes de formation nécessaires afin de prévenir des problèmes d'adaptation liés au changement technologique et à la restructuration industrielle s'ils ne peuvent être dispensés par l'employeur.

L'utilisation du fonds de l'assurance-chômage pour fournir un soutien du revenu aux travailleurs et travailleuses occupant un emploi pendant un congé d'éducation payé serait acceptable.

8) La formation devrait être un grand instrument d'équité sociale.

La formation ne constitue pas seulement un "investissement" dans le "capital humain" qui doit être "rentabilisé" par l'accroissement de la productivité. Elle est également essentielle pour que des groupes défavorisés comme les femmes, les minorités visibles, les autochtones et les handicapé-e-s puissent participer plus également au marché du travail. De toute évidence, il faut que l'action positive fasse partie intégrante des programmes publics et privés de formation.

9) La formation est une responsabilité publique

De façon générale, le Canada compte une population active possédant un bon niveau d'éducation et la plupart des provinces ont un réseau bien établi de collèges communautaires, d'universités et d'établissements de formation professionnelle. S'ils reçoivent un financement approprié, ces établissements disposent du savoir-faire et de la capacité d'étendre leurs activités afin de répondre au besoin d'amélioration des compétences de base et d'accroissement de la formation professionnelle et du recyclage. Il est opportun de favoriser la formation en établissement et en cours d'emploi (comme dans les programmes d'apprentissage et d'enseignement coopératif), une augmentation des congés d'études avec solde et un accroissement de la prestation de programmes des collèges en milieu de travail. Il est opportun que les entreprises et les secteurs industriels prennent des dispositions en vue de la réponse à une grande partie de leurs besoins de formation par l'intermédiaire du secteur public. Par contre, les gouvernements font fausse route en retirant leur financement aux collèges afin de verser aux employeurs des subventions destinées à la prestation d'une formation étroite, non reconnue et généralement de courte durée en cours d'emploi.

Établissements et financement: considérations d'ordre général

Le système de formation actuel est insuffisant et inadéquat en ce qu'il ne répond pas à notre besoin collectif d'une main-d'oeuvre spécialisée adaptable. Il n'offre pas non plus une éducation de base des adultes ni de formation largement diversifiée, certifiée et transférable qui réponde aux besoins particuliers de perfectionnement des travailleurs et travailleuses. Collectivement et individuellement, nous sommes donc incapables d'emboîter le pas aux mutations technologiques et industrielles rapides qui caractérisent notre époque. Nous devons donc nous attacher à ouvrir une nouvelle perspective nationale d'éducation de base et de formation de nos adultes.

Les deux éléments clés d'un système de formation sont, d'une part les établissements et, d'autre part le financement. Nous devons préciser quels organismes réglementeront, dispenseront et définiront l'accès à la formation, et qui paiera la note. Pour trancher toutes ces questions et bien définir les droits et responsabilités en la matière, il nous faut une nouvelle loi nationale sur la formation.

Il nous faut aussi un système de formation qui définisse clairement les droits et responsabilités, mais qui soit également souple et décentralisé. Au chapitre de la formation, les besoins des industries, des professions, des régions et des provinces varient considérablement. L'objet d'une approche législative n'est pas d'imposer un simple modèle, mais de créer une structure propre à promouvoir une vaste gamme d'initiatives et à intégrer les structures actuelles qui assurent déjà une formation certifiée et largement diversifiée.

Il s'agit tout d'abord d'obliger les employeurs à assurer une éducation et une formation de base à la population active actuelle. défaut, le niveau de formation continuera d'être insuffisant.

Cette obligation bien définie, sous forme de taxe de formation, doit être intégrée à un système de contrôle conjoint du contenu et de la prestation de la formation et ce, pour modifier le type de formation offerte par les employeurs.

L'application de la taxe imposée à l'employeur et du modèle de contrôle conjoint au Canada suppose la prise en compte de questions logistiques et constitutionnelles. Certains facteurs géographiques (par exemple, la nature régionale du pays) écartent la possibilité d'un modèle hautement centralisé et d'une formation sectorielle centralisée. Par ailleurs, il est impossible de songer à un plan national centralisé en raison de facteurs constitutionnels. La formation est un domaine de compétence partagée, bien que la responsabilité principale de contrôle, de prestation et de financement de l'éducation de base et de la formation des adultes relève des provinces. Étant donné que le plan national doit avoir comme objectif central l'accès élargi au système public d'éducation, il semblerait tout à fait indiqué de confier le rôle opérationnel premier à de nouvelles structures administratives mixtes au niveau provincial, et de confier à tout nouvel organisme national le rôle de définir les normes nationales générales. Les besoins particuliers du Québec dans le domaine de la formation pourraient exiger l'élaboration d'un plan parallèle de formation pour cette province, réglementé et contrôlé uniquement par ce gouvernement (à la manière des régimes parallèles RPC/RRQ).

Pour résumer, nous devrions dresser un nouveau plan national de formation, prévoyant l'obligation de l'employeur d'assurer la formation, les droits de l'employé-e adulte à une éducation de base et à une formation et le contrôle conjoint du contenu et de la prestation de cette formation. Les établissements qui devront atteindre ces objectifs devront être assez souples pour répondre à tout un éventail de besoins provinciaux, régionaux, sectoriels et professionnels et devront favoriser la mise en place de structures qui pourront effectivement répondre à ces besoins. Il importe aussi que les méthodes actuelles de formation des travailleurs et travailleuses qui donnent de bons résultats (par exemple, le système d'apprentissage, le fonds de formation administré par les syndicats) soient intégrées à tout nouveau système.

La lumière de ces considérations, nous proposons un modèle quelque peu plus détaillé pour les fins du débat.

1) Une nouvelle **loi nationale d'éducation et de formation des travailleurs et travailleuses** obligerait tous les employeurs, y compris les gouvernements, à dépenser un pourcentage fixe de leur masse salariale au titre de l'éducation et de la formation des travailleurs et travailleuses (**La taxe nationale de formation**).

2) La loi préciserait en termes généraux les activités approuvées d'éducation et de formation, définirait en termes généraux les droits individuels d'accès à la formation et établirait un **Conseil national de la formation**, composé de représentant-e-s des syndicats et des entreprises. Les représentant-e-s du secteur de l'éducation et d'autres organismes et groupes pourraient également en faire partie au besoin.

3) Les provinces qui adopteraient une loi parallèle pour créer des **conseils provinciaux de formation** et pour définir en termes généraux les droits et les responsabilités en matière de formation, en conformité de la loi nationale contrôleraient l'administration de la taxe de formation au sein de leur juridiction.

4) Les employeurs qui embauchent un nombre minimal donné d'employé-e-s seraient tenus de créer des **comités mixtes de formation** composés d'un nombre égal de représentant-e-s des syndicats et des entreprises.

5) Les employeurs verseraient la taxe de formation au **Conseil provincial d'éducation** compétent, moins toute somme dépensée au titre "d'activités approuvées de formation".

6) Le comité mixte de formation devra approuver les dépenses au titre des "activités approuvées de formation" et ces dépenses devront avoir été engagées pour une ou plusieurs des fins suivantes:

- pour financer les cours et les salaires réguliers des travailleurs et travailleuses en congé pour suivre des cours d'éducation de base ou une formation professionnelle approuvée dans un établissement d'enseignement public;
- pour financer la prestation d'une formation approuvée dent public en milieu de travail,

selon les termes d'un accord conclu entre l'établissement et un employeur;

- pour financer d'autres programmes de formation approuvés par le conseil provincial de formation. La loi devra préciser qu'aucun programme ne sera approuvé à moins qu'il ne soit élaboré conjointement par les syndicats et les entreprises ou convenu par ceux-ci pour répondre à des besoins de formation industriels, professionnels ou régionaux particuliers; par exemple, les programmes actuels de formation spécialisée qui assurent aux participant-e-s des compétences diversifiées, certifiées et transférables

7) Le conseil provincial de formation interviendrait directement pour assurer l'éducation et la formation des travailleurs et travailleuses dans les établissements d'enseignement public, grâce aux recettes de la taxe de formation, travaillerait en étroite collaboration avec ces établissements en vue de l'expansion des programmes actuels de même que de l'élaboration et de la certification de nouveaux programmes; veillerait à ce que les établissements d'enseignement public répondent davantage aux besoins des travailleurs et travailleuses et de l'industrie; veillerait à ce que les droits individuels à l'éducation et à la formation définis dans la loi soient reconnus par les employeurs, et finalement approuverait les programmes de formation largement diversifiée et certifiée mis au point et offerts par des établissements publics extérieurs approuvés par les représentant-e-s des syndicats et des entreprises au niveau de l'entreprise, du secteur, de la profession ou de la région.

STRATÉGIES DE PERFECTIONNEMENT DES RESSOURCES HUMAINES : Perspective de l'éducation

La nécessité de formuler et de mettre en oeuvre des stratégies de perfectionnement des ressources humaines qui constituent un moyen efficace d'améliorer la compétitivité du Canada est un concept dont conviennent et qu'appuient la plupart des dirigeants des mondes des affaires, du travail et de l'enseignement. Cependant, les stratégies particulières qui seraient efficaces sont loin de faire consensus.

Dans un document intitulé «Travailler à notre avenir», un groupe de travail du Conseil d'administration de l'Association des collèges communautaires du Canada exposait plusieurs grands principes, dont les suivants :

1. Notre tâche, au Canada, consiste à développer notre population active plutôt que de compter sur l'immigration pour acquérir une population active qualifiée.

2. Les femmes sont la principale ressource inexploitée. Si nous voulons réussir à créer un climat économique plus compétitif, elles doivent entrer en plus grand nombre dans la population active. Nombreuses sont celles, cependant, qui n'ont pas la préparation scientifique et mathématique nécessaire pour pouvoir participer pleinement.

3. La qualité de la formation au niveau débutant doit être maintenue au moins au niveau actuel.

4. Il existe de nombreux exemples de partenariats efficaces entre le monde des affaires et l'industrie, les travailleurs, et le milieu de l'enseignement. Nous devrions en tirer des leçons et construire sur ces bases.

5. Le perfectionnement des ressources humaines pour ceux qui sont déjà sur le marché du travail devrait s'appuyer sur la formation en fonction d'un plan de carrière. Bien que nécessaire, une articulation continue sur une formation étroite, axée sur la technique, est bien trop limitée. La formation en fonction d'un cheminement de carrière doit reconnaître le concept selon lequel les membres de la population active seront appelés non seulement à subir des changements dans leur emploi existant, mais même à changer d'emploi. Ainsi, il y a lieu de prévoir un système de formation qui tienne compte de l'apprentissage antérieur, en lui reconnaissant officiellement des crédits, de manière à faciliter la transférabilité des expériences d'apprentissage.

6. La distinction entre la formation/l'éducation avant le service et en cours d'emploi doit s'obscurcir davantage. Ce n'est que par une intégration plus poussée entre la formation donnée dans l'entreprise et l'industrie, d'une part, et l'enseignement dispensé par le système d'enseignement postsecondaire, d'autre part, que l'on saura répondre convenablement aux besoins d'instruction et de formation de ceux qui sont déjà au travail.

7. Les agents d'application préférés pour la formation en cours d'emploi sont les collèges et les instituts techniques. Ces établissements publics ont déjà l'expertise et l'expérience de la conception d'expériences d'apprentissage efficaces. En outre, il y a un grand nombre de partenariats efficaces/innovateurs de formation dans les diverses régions du pays, auxquels sont partis tant les grandes industries que les petites entreprises, ainsi que dans divers secteurs.

8. L'alphabétisation est autre chose qu'un ensemble de capacités qui, une fois acquises, ne se perdent pas. S'il ne fait aucun doute que de nombreux chômeurs ne savent actuellement ni lire, ni écrire, ni compter, il reste que de nombreuses personnes qui sont déjà dans la population active ne savent pas, elles non plus, lire, écrire ni compter. C'est le résultat de la non-utilisation (on finit

toujours par perdre ce qu'on n'utilise pas). Ce manque de connaissances de base empêche ces personnes de réussir à s'adapter dans notre milieu de travail changeant. Ainsi, pour un grand nombre, les programmes de formation ne seront efficaces que s'ils sont conçus par des spécialistes de l'enseignement.

9. Il y a lieu de créer un Conseil formé de représentants des travailleurs, de l'entreprise et de l'industrie, du monde de l'enseignement et d'autres groupes d'intérêt, ayant pour mandat de conseiller le ministre sur l'élaboration et la mise en oeuvre de stratégies efficaces de perfectionnement des ressources humaines.

La diversité du Canada nous fait parfois oublier qu'il existe déjà de nombreuses et excellentes stratégies de perfectionnement des ressources humaines. Notre tâche consiste peut-être à localiser celles qui fonctionnent et à les faire connaître aux autres.

MEMBRES DU GROUPE DE TRAVAIL

Michel Blondin est adjoint au directeur du District 5 des Métallurgistes unis d'Amérique. Il est membre du Conseil des Collèges, une organisation consultative du Ministère de l'enseignement supérieur du Québec. De 1979-80, il était vice-président de la Commission Jean, une commission gouvernementale chargée d'étudier l'éducation et la formation d'adultes.

Thomas d'Aquino est président et chef de la direction du Conseil canadien des chefs d'entreprises. M. d'Aquino est membre du Conseil du Comité consultatif sur l'état de préparation de l'industrie de défense rattaché au ministre de la Défense nationale; du Comité de rédaction d'Options politiques, publication de l'Institut de recherches politiques; et de l'Institut international d'études stratégiques.

Ron Evason est président de la Société des industries du plastique du Canada. M. Evason a été élu secrétaire général de l'International Plastics Associations Directors pour la période 1991-1994. Il est président du Conseil consultatif du programme des plastiques du Conseil national de recherches; membre du Conseil des représentants de l'Association pour la prévention des accidents industriels; et membre des Sociétés américaine et canadienne des directeurs d'association.

Barry Foster est vice-président aux Ressources humaines de Consumers Packaging Inc. De 1971 à 1989, il était chez RCA Inc., où il a occupé plusieurs fonctions, dont celle de membre du Conseil d'administration et de vice-président aux Ressources humaines. M. Foster est actuellement président du Comité des relations avec les employés de l'Association des manufacturiers d'équipement électrique et électronique du Canada et coprésident du Comité conjoint des ressources humaines de l'industrie canadienne de fabrication d'équipement électrique et électronique. Il siège aussi au Comité national des relations industrielles de l'Association des manufacturiers canadiens.

Ken Georgetti est président de la Fédération du travail de la Colombie-Britannique. En 1981, M. Georgetti accède à la présidence de la section locale 480 des Métallurgistes unis d'Amérique. En 1984, il est élu vice-président de la Fédération du travail de la Colombie-Britannique, pour ensuite être élu président en 1986. La même année, il devient vice-président du Congrès du Travail du Canada. Il est membre de l'Institut Laurier et du Conseil d'administration du Collège canadien des travailleurs. Il siège aussi à la présidence de l'Association of Learning Disabled Adults.

Victor Harris est vice-président à l'Administration de Stelco Inc. Entré au service de la Stelco en 1956, M. Harris y a occupé divers postes au sein des Services des relations industrielles et du personnel de la société. En 1981, il est nommé au poste de directeur des Relations industrielles et il accède par la suite à la vice-présidence aux Relations industrielles, en 1985. En 1988, il est nommé vice-président à l'Administration. M. Harris est membre de l'Institut international de l'acier, du Conseil d'administration de l'Association des manufacturiers canadiens et du Conseil d'administration du Centre canadien du marché du travail et de la productivité.

Peggy Hilmer est présidente de l'entreprise manufacturière Maggi-D Limited, qu'elle a fondée en 1976 avec sa soeur Barbara Twaits. Auparavant Mme Hilmer était au service des comptes de McKim Advertising. Elle fait aussi partie du Con-

seil d'administration de l'Association des manufacturiers canadiens et est une «Amie de Seneca» du Collège Seneca.

Edward Luterbach est président du Collège de Red Deer. M. Luterbach termine actuellement un deuxième mandat de deux ans à la direction de l'Association des collèges communautaires du Canada et il préside le Groupe de travail sur le perfectionnement des ressources humaines de l'ACCC. Il est aussi membre du Groupe de travail des approches de la planification des ressources humaines du ministère de l'Emploi et de l'Immigration. Parmi les autres postes qu'il a déjà occupés dans le monde de l'enseignement, on compte ceux de vice-président à l'Enseignement du Collège de Red Deer; de professeur associé à l'Université Western Ontario; et de doyen des Sciences de la santé du Georgian College, en Ontario.

Glen Pattinson est vice-président, Secteur industriel, du Syndicat des travailleurs et travailleuses en communications et en électricité du Canada, poste qu'il occupe depuis la création de ce syndicat en 1984. Auparavant, M. Pattinson avait été vice-président international et président du District canadien du Syndicat des travailleurs et travailleuses en communications et en électricité, de 1976 à 1984. En 1983, il a présidé à la fusion de son syndicat avec le Syndicat des travailleurs en communications du Canada, ce qui donné naissance à un nouveau syndicat, le Syndicat des travailleurs et travailleuses en communications et en électricité du Canada. Il est vice-président de la Fédération du travail de l'Ontario depuis 1974.

Robert Strother est vice-président aux ressources humaines de Foresterie Noranda Inc., un des plus importants producteurs forestiers du Canada. M. Strother a commencé sa carrière dans l'industrie forestière chez McMillan Bloedel en 1960 après avoir obtenu son diplôme de l'Université de la Colombie-Britannique. Il a passé plusieurs années sur l'île de Vancouver et aussi au siège social de la compagnie à Vancouver avant de déménager au Nouveau-Brunswick pour occuper les fonctions de vice-président de l'usine de paper journal McMillan Rothesay à Saint John. En 1982, il s'est joint au Groupe Noranda, à Toronto, où il a assumé ses fonctions actuelles en 1987 lors de la formation de Foresterie Noranda Inc.

Austin Thorne est secrétaire-trésorier de la Fédération canadienne du travail. Il occupe ce poste depuis 1984. Il est actuellement membre du Comité directeur et du Comité de négociation des programmes de bénéfices et avantages pour les syndicats canadiens. Il est aussi membre du Groupe sur les perspectives du marché du travail du Conference Board de New York. Avant son élection comme secrétaire-trésorier de la FCT, M. Thorne a été secrétaire-trésorier de la Fédération du travail de Terre-Neuve et du Labrador, de 1976 à 1979, et gérant d'affaires de la section locale 1620 de la Fraternité internationale des ouvriers en électricité, de 1974 à 1984.

Robert White est président national des Travailleurs canadiens de l'automobile, poste qu'il occupe depuis le congrès de fondation du syndicat en 1985. Avant la formation des TCA-Canada, M. White était le directeur pour le Canada des Travailleurs unis de l'automobile (TUA) et vice-président international des TUA, poste qu'il avait occupé depuis 1978. Il est aussi vice-président général du Congrès du Travail du Canada et vice-président du Nouveau Parti démocratique fédéral.